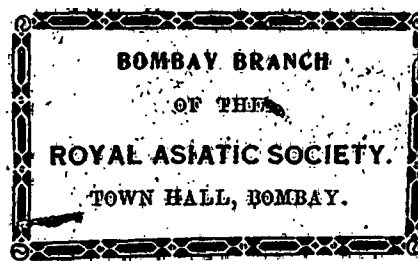




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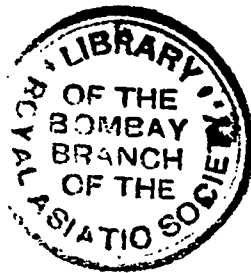


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LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA

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REPORT
ON
RICKSHAW PULLERS

BY

AHMAD MUKHTAR

Member, Labour Investigation Committee

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA
1946

Price: Rs. 1-6-0 or 2s.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L 4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, cigar and cigarettes. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Travancoré and Busses). (34) Non-gazetted Railway Staff.

E. *Other types of labour.* (35) Port Labour. (36) Municipal Labour (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance, while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations in order of importance of, (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cottons, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the states of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. D. DESHPANDE
AHMAD MUKHTAR
B. P. ADARKAR } *Members.*

TEJA SINGH SAHANI,
Secretary.

ACKNOWLEDGMENTS.

Acknowledgments are due to my supervisors—Messrs. J. S. Pooniah, M. Prasad and H. Rahman—and to my Investigators—Messrs. M. A. M. Rao, A. A. Vasudevan, G. K. Kapur, S. N. Ghose and P. Bhattacharjee—for their assistance in the collection of data. To Mr. P. Satgopan, an Assistant in the Labour Department, my thanks are due for having checked the statistical data in this report.

INTRODUCTION

There is no evidence from any published records as to when and where the rickshaw* was first introduced in India. It is believed that it was imported into Madras by some of the officers of the French East India Company from the East Indies. There is definite evidence of the use of rickshaws in Simla earlier than 1898. The earliest reference to the rickshaw in Calcutta is found in the Corporation report for 1900. During the past few decades, the vehicle has become popular in several other parts of the country.

Among the factors which have contributed to its growing popularity may be mentioned its suitability for certain classes of traffic, especially women and children, its cheapness for short distances, particularly in narrow lanes and streets of thickly-populated cities, the soaring prices of horses and carts and, lastly, the reduction in motor transport on account of petrol rationing. On some hill stations, it has come to enjoy a virtual monopoly of conveyance, because of the turns and twists as well as the ups and downs of roads, and, in certain cases, of municipal restrictions on the alternative means of transport.

Simla, Calcutta and Madras were chosen by the Labour Investigation Committee as representative centres respectively of hill-stations, Northern India and Southern India for an *ad hoc* survey of the social and economic conditions of rickshaw pullers. The information was collected through different agencies. A detailed and comprehensive questionnaire was drawn up and issued to Municipalities, Medical Officers of Health, Rickshaw Pullers' and Rickshaw-owners' organisations and other associations and individuals interested in their welfare in these three centres. Statistical and factual data in regard to earnings, civil condition, indebtedness, housing and other matters were collected by personal enquiries made by Investigators and checked and re-checked by Supervisors and myself. Information about certain other centres—Nagpur, Vizagapatam, Murree, Madura and Delhi—was obtained from the Municipalities concerned. The Director of Industries, Punjab, answered the questionnaire both in respect of Simla and Murree. The Calicut Municipality did not reply.

The report is divided into five parts. Parts I to III deal with the socio-economic conditions of rickshaw pullers at Simla, Madras and Calcutta respectively. Part IV gives in a summary form the condition of rickshaw pullers at Nagpur, Vizagapatam, Murree, Madura and Delhi. Factual conclusions are given in Part V.

*The word 'rickshaw' is an abbreviated colloquial adoption of the Japanese word 'jin-riki-sha' meaning literally a 'man-power-vehicle' (jin=man, riki=power, and sha=vehicle).

PART I.

SIMLA.

Brief Retrospect.

The rickshaw is virtually the only means of public transport in Simla. 'Jampan's' and 'dandies', which are still found on some hill stations (e.g. Mussoorie), were available in Simla as well, but they have disappeared since the advent of rickshaws. Sir Edward Buck in his 'Simla, Past and Present', writes :—

"..... the *Jampan* with its curtains for protection against sun or rain, not altogether unlike a fourpost bedstead, was carried by four men and was a jolting, back-aching abomination. The *dandi*, a piece of loose footrest, was, if anything, even worse".

The rickshaws were, in the first instance, iron tyred. As early as 1898 the rubber-tyred rickshaws first made their appearance. The Municipality made rubber tyres obligatory in 1904 for the taking out of a license. Several improvements followed in wheels, tyres, upholstery, cushions, etc., and it will be no exaggeration to say that the rickshaw of to-day is, on the whole, a fairly cosy conveyance in Simla.

Employment.

Rickshaws are pulled by a team of not less than 4 persons each and are available for hire to the public at sheds, of which 18 were owned by the local municipality in August 1944. There are at present 600 rickshaws in Simla, 450 of these being public vehicles and 150 private ones.

The Municipality does not license the *jampanies*, i.e., rickshaw pullers in private employ. Many of the owners of private rickshaws keep less than 4 *jampanies* so that, in time of need, they draw on outside labour provided by *chawdhris* and others.

The number of rickshaw pullers on the register of the Simla Municipal Board* in August 1944 was 2,196. The variations in the number of the pullers and the rickshaws from 1926 to 1944 are shown in the table below :—

TABLE I.

Year.								Licensed pullers.	Rickshaws licensed.
1926	..	..	..	..	..	..	..	2,579	450
1930	..	..	..	..	..	..	..	2,692	504
1935—39	..	..	..	..	..	..	..	Figures not available	..
1940	..	..	..	..	..	..	..	2,121	452
1941	..	..	..	..	..	..	..	2,257	480
1942	..	..	..	..	..	..	..	2,289	460
1943	..	..	..	..	..	..	..	2,152	440
1944	..	..	..	..	..	..	..	2,196	450
Average during the period 1940—1944								2,203	456

Some *chawdhris* in their evidence complained of shortage of labour as a result of the more remunerative callings that have become available since the outbreak of the present war and explained how steps had been taken to secure more pullers. Old and experienced hands were asked to bring more of their relatives and friends. Some of the *chawdhris* and their agents went to the neighbouring places and attracted labour by advancing loans.

*Each rickshaw and rickshaw puller in Simla has to be registered under the bye-laws of the Simla Municipal Board.

Sources of Labour Supply.—Pullers are drawn from the villages of Simla Hill States, the Kangra district and certain other adjacent areas of the Punjab. The following table gives the places of origin of 2,127 rickshaw pullers licensed during the season of 1944 as compared with the corresponding statistics for 1933* :—

TABLE II.

Places of origin.	No. licen- sed in 1933.	Percentage of the grand total	No. licensed in 1944.	Percentage of the grand total.
<i>Simla States :—</i>				
Bilaspur	1,007	37.20	898	42.22
Arki	114	4.21	93	4.37
Nalagarh	35	1.29	33	1.55
Mangal	15	.56	13	.61
Bhagat	..	..	4	.19
(Total)	1,171	43.26	1,041	48.94
<i>Kangra District and States :—</i>				
District proper	894	33.03	521	24.50
Mandi State	159	5.87	166	7.80
Suket	81	2.99	78	3.67
Total	1,134	41.89	765	35.97
Hoshiarpur District	306	11.30	311	14.62
Ambala District	20	.74	8	.38
Jullundur District	7	.26	..	..
Garhwal (U.P.)	69	2.55	..	..
Patiala	..	..	2	.09
Total	402	14.85	321	15.09
GRAND TOTAL	2,707	100.00	2,127	100.0

There is no permanent labour force here. Pullers generally migrate to and from Simla as and when demand for them increases or decreases till, at last, in the months of November and December, a large majority of them return to their villages.

Since the war, however, Simla has had a large permanent population of Government employees, necessitating the stay of a certain percentage of the pullers even during the winter season. Information obtained in this connection showed that this percentage differs from shed to shed but, on the whole, it may be said to range between 10 and 25.

The pullers are mostly agriculturists at home and are drawn to Simla under the stress of economic circumstances. They have to supplement their scanty and precarious income from land by earnings as pullers. My inquiry revealed that, out of 381 sampled persons, only 79 or 20 7+ per cent. were free from debt. The urge to pay off debts was, therefore, largely responsible for the movement of pullers to Simla.

Religion and Caste composition.—Of the 2127 licensed pullers in 1944, only 334 (15.7 per cent.) were Muslims and the rest were Hindus. The following table shows their caste composition in 1944 as compared with the corresponding figures for 1933 :—

*Refer to Publication No. 37 of the Punjab Board of Economic Inquiry (1934) for statistics relating to rickshaw pullers in Simla in 1933 and before.

†For details vide table VII, page 6.

TABLE III.

Caste.	1933		1944	
	Number of rickshaw pullers.	Percentage	Number of rickshaw pullers.	Percentage
<i>Hindus :—</i>				
Rajputs	561	23.8	549	30.6
Julahas	538	22.8	456	25.4
Brahmins	400	16.9	383	21.4
Chamars	281	11.9	271	15.1
Kanaits	277	11.7	40	2.2
Ghosths	141	6.0	55	3.1
Kolis	68	2.9	..	..
Lohars	27	1.1	8	.05
Chhimbas	18	0.8	..	..
Gujars	15	0.6	..	..
Kumhars	14	0.6	..	..
Jats	8	0.3	5	0.3
Dooms	7	0.3	4	0.2
Nais	6	0.3	4	0.2
Fakirs	..	..	11	0.6
Tooris	..	..	7	0.4
Total	2,361	100.0	1,793	100.0
<i>Muslims :—</i>				
Gujars	333	96.2	320	95.9
Pathans	8	2.3	..	..
Rajputs	3	0.9	6	1.8
Telis	2	0.6	8	2.3
Total	346	100.0	334	100.0

These figures indicate that the Hindu Pullers are mostly Rajputs, Julahas, Brahmins and Chamars and that the Muslims are generally Gujars.

Literacy.—Excluding age, caste and place of origin for which an almost cent. per cent. sample was taken, the enquiry into indebtedness and different aspects of civil condition was conducted on a random sample of 381 rickshaw pullers, i.e., 17.91 per cent. of the total number licensed. 14 per cent. of the rickshaw pullers turned out to be literate, knowing either Urdu or Hindi, one of them was found to have studied up to the Vernacular Middle standard.

Conditions of Employment.—The work of pullers may, at the outset, appear to be easy. In reality, it is not so. The manipulation of movements on hill roads with their ups and downs, and turns and twists, is a rather difficult task, requiring special ability and skill. A team of raw and untrained pullers cannot pull the rickshaw successfully, and more often than not, at least 2 out of 4 pullers are experienced hands. The art of pulling is learnt by practice in a period of two to three weeks.

Age-Distribution.—Rickshaw pulling is undoubtedly a strenuous occupation. The fact that about 86 per cent. of the pullers are between 15 to 30 years of age corroborates our statement. The following table gives the frequency distribution, according to age, of 2,127 rickshaw pullers in 1944 :—

TABLE IV:

Age-groups.						Frequencies.	Percentage.
15—20	..	..	..	..	..	782	36.76
21—25	..	..	..	..	..	678	31.87
26—30	..	..	..	..	..	370	17.40
31—35	..	..	..	..	..	154	7.24
36—40	..	..	..	..	..	88	4.14
41—45	..	..	..	..	..	34	1.00
46—50	..	..	..	..	..	20	0.94
51 and over	..	..	..	..	..	1	0.05
Total						2,127	100.00

A preceptable decline in the frequencies is noticeable as we go up the scale of age-groups.

Period of Regular Employment.—The fact that the work of pullers tells upon their nerves is further illustrated by the following results of an enquiry into the period of regular employment of the 381 sampled pullers :—

TABLE V.

Number of years worked.						Frequencies.	Percentage.
0—5	..	..	..	..	..	236	61.94
6—10	..	..	..	..	..	65	17.07
11—15	..	..	..	..	..	43	11.28
16—20	..	..	..	..	..	19	4.99
Over 20	..	..	..	..	..	18	4.72
Total						381	100.00

According to this enquiry, over 60 per cent. of the pullers are new entrants who have worked only up to 5 years, those who have worked for a period of 15 years and more being only 9.71 per cent.

The relief against this strain on nerves is provided by the seasonal nature of the work and the migratory character of the workers. The rickshaw puller recoups his health and energy to some extent by visiting his home village during winter. Some people stay on even in the season on grounds of health.

Marital Condition.

Out of 381 pullers, 227 (59.58 per cent.) were found to be married. The following table gives the number of married pullers in specified age-groups, the remaining being either unmarried or widowers :—

TABLE VI.

Age-group.					Married.
15 to 20 years	..	..	..	..	22
21 to 25 years	..	..	..	..	61
26 to 30 years	..	..	..	..	56
31 to 40 years	..	..	..	..	61
41 and above	..	..	..	..	27
Total					227
Percentage					59.58

Indebtedness.

Out of 381 pullers interviewed, 302 (or 79.3 per cent.) were in debt to the extent of Rs. 1,45,486. An analysis of this amount of debt according to the causes for which it was incurred is shown in the following table :—

TABLE VII.

Cause.	Mar- riage.	Sick- ness.	Death.	Pur- chase of land and cattle.	Pur- chase of houses.	Litiga- tion.	Misc.	Ances- tral.	Total.
Amount	Rs. 53,298	Rs. 4,140	Rs. 4,770	Rs. 11,550	Rs. 3,290	Rs. 1,600	Rs. 17,703	Rs. 49,135	Rs. 1,45,486
Percentage of amount to total debt	36.6	2.8	3.3	7.9	2.3	1.1	12.2	33.8	100.0
No. of cases of debt incurred on account of	144	12	20	40	12	5	71	95	399
Percentage of cases to total cases	36.1	3.0	5.0	10.0	3.0	1.3	17.8	23.8	100.0
Average amount of debt for each cause	370	345	239	289	274	320	249	517	..

It will be seen that, in the total debt, the element of unproductive debt predominates. Debt incurred on account of marriage and that inherited account for just over 70 per cent. of the total. The average amount of debt incurred for financing marriages works out at Rs. 370. Actually, there were many individual instances of debt between Rs. 1,000 and Rs. 1,500 incurred on the occasion of marriages. The average amount of ancestral debt works out at Rs. 517. In some individual cases, ancestral debt amounted to as much as Rs. 2,000. Though debt incurred on account of sickness is a small percentage of the total and relatively few cases of individual indebtedness occur on that account, yet the average amount of debt on this head is fairly high, standing at Rs. 345|- compared with the average of Rs. 370|- for marriages. Altogether, productive debt counts for less than 10 per cent. of the total, assuming that debt incurred for purchase of land, cattle and houses was an act of deliberate investment and not a result of a calamity such as death of cattle or collapse of a house. The above-mentioned 399 cases of debt incurred for various causes relate to 302 individuals, the same individuals in some cases being indebted on account of more than one cause. The average indebtedness per individual works out at Rs. 482.

During the off season, agriculture is the principal occupation and the mainstay of pullers. As a matter of fact, considered as family groups, rickshaw pullers are agriculturists first and pullers afterwards. The state of their indebtedness is, therefore, comparable with that of the agriculturists in general. The following table shows the frequency distribution of indebtedness of 302 pullers who were found to be in debt :—

TABLE VIII.

Amount of debt (in Rs.)	Upto 50	51—100	101—200	201—300	301—500	501—1,000	1,001—2,000	Above 2,000
No. of persons	9	34	54	60	64	56	21	4
Total amount (in Rs.)	400	3,160	10,073	17,265	28,588	42,600	32,700	10,700

Rate of Interest.—For all debtors, the creditors were invariably the usual moneylenders. There was not a single case of loan taken from a co-operative society. Hence the rate of interest payable was fairly high. The following table shows the number and amount of loans taken at various rates of interest :—

TABLE IX.

	No. of loans.	Amount.	Rate of interest.	Annual interest charges.	Per capital interest charges.
		Rs.		Rs.	Rs.
	130	66,145	12½ %	8,268	63·6
	110	52,915	18½ %	9,922	90·2
	45	19,076	25 %	4,769	105·9
Total	285	1,38,136		22,959	80·6

Cases not covered by this table pay rates of interest varying between 12½ per cent. and 37 per cent. In some cases, different rates of interest were paid on loans taken by the same individual on different occasions.

Hire Rates.

Rates of hire at Simla are laid down by the Municipal Board. The earliest rates for which there is any record are those that prevailed between 1900 and 1918.

TABLE X.
Hire Rates in 1900—1918.

Time.	Per puller.	Per Rickshaw.
Up to 2 hours	2 annas.	8 annas.
2 to 12 hours	4 annas.	8 annas.
12 to 24 hours	8 annas.	16 annas.

These rates were revised at the instance of *chawdhris* in 1919 and a more elaborate schedule was introduced. The revised schedule was as follows :—

TABLE XI.
Hire Rates in 1919.

Time.					Per Puller.	Per Rickshaw.
Up to ½ hour	..	..	..	..	2 annas	4 annas.
½ to 2 hours	..	..	..	..	3 "	8 "
2 to 4 hours	..	..	..	..	4 "	9 "
4 to 6 hours	..	..	..	..	5 "	10 "
6 to 8 hours	..	..	..	..	6 "	11 "
8 to 10 hours	..	..	..	..	7 "	12 "
10 to 12 hours	..	..	..	..	8 "	13 "
12 to 14 hours	..	..	..	..	12 "	16 "

In 1926, the half-hour rate was abolished and a one-hour rate, 2½ annas per puller and 6 annas per rickshaw, was introduced in its place. Since a strike was threatened in August 1929, the Municipality introduced a new scale to ensure fair wages to the pullers and a fair return to the *chawdhris*. The rates fixed in 1929, except for a few occasional changes, have been in force ever since. The following table gives the present rates as compared with the rates in force in 1929 :—

TABLE XII.

Rates in 1929.							Present rates*.								
Time (Hours).	Per puller.		Per Rickshaw.		Rickshaw with four pullers.		Time (Hours).	Per puller.		Per Rickshaw.		Rickshaw with four pullers.			
	Rs.	A. P.	Rs.	A. P.	Rs.	A. P.		Rs.	A. P.	Rs.	A. P.	Rs.	A. P.		
1	0	3	0	0	6	0	1	2	0	0	3	0	1	2	0
2	0	4	0	0	8	0	1	8	0	0	4	0	1	8	0
3	0	4	0	0	8	0	1	8	0	0	5	0	1	12	0
4	0	5	0	0	8	0	1	12	0	0	6	0	2	0	0
5	0	5	0	0	8	0	1	12	0	0	7	0	2	4	0
6	0	6	0	0	10	0	2	2	0	0	7	0	2	8	0
7	0	6	0	0	10	0	2	2	0	0	8	0	2	12	0
8	0	7	0	0	12	0	2	8	0	0	8	6	3	0	0
9	0	7	0	0	12	0	3	0	0	0	9	0	3	4	0
10	0	8	0	1	0	0	3	0	0	0	10	0	3	8	0
11	0	10	0	1	0	0	3	8	0	0	11	0	3	12	0
12	0	12	0	1	0	0	4	0	0	0	12	0	4	0	0

Earnings of pullers.

The determination of the earnings of rickshaw pullers is an exceedingly difficult task. I made personal enquiries in this respect and met a large number of pullers at every 'stand'. I was followed later by my supervisor and investigators. The pullers were very reluctant to disclose their earnings in the first instance ; for,

*In addition to the rates given above, an extra charge of Re. 1/- will be levied for employment between 9 p.m. and 5 a.m. provided that if the rickshaw is discharged by midnight, the extra charge will be annas eight only.

(a) they feared lest the *chawdhris* should come to know of the same and demand a larger share for themselves,

(b) their earnings are irregular in character, and

(c) they do not keep any account of their earnings or expenses.

Several methods of investigation, both direct and indirect, were therefore attempted to arrive at a reasonably accurate estimate of their earnings. A fair number of them and their employers, the *chawdhris* and the hotel managers, were approached directly in this connection. It appeared from these enquiries that there was some variation in the monthly earnings of pullers from one shed to another and from one hotel to another. Obviously, pullers were more anxious to work at sheds that were more paying.

The following table gives the earnings per month of pullers in two hotels at Simla :-

TABLE XIII.

Month (1944).	First Hotel.			Second Hotel.		
	No. of rickshaws.	Amount earned. Rs.	Per puller. Rs.	No. of rickshaws.	Amount earned. Rs.	Per Puller. Rs.
February	..	..	..	4	359	*
March	..	..	..	5	568	*
April	..	8	710	12	1,348	28
May	..	8	1,207	15	2,261	38
June	..	6	1,239	17	2,424	36
July	..	6	1,233	18	2,997	42

Since a rickshaw is drawn by 4 pullers, the earnings are divided equally among them. The average earning per head, on this basis, are Rs. 36/- per month in the second hotel and Rs. 26/- in the first hotel in the summer months (i.e., excluding February and March). These figures do not include any supplementary earnings from tips and other sources. According to a third hotel, the income of pullers per head was Rs. 30/- in April and Rs. 40/- per month till August.

The account books of a number of *chawdhris* were inspected with a view to finding the earnings of rickshaw pullers in private and municipal sheds (other than the hotel sheds) and these entries also showed that earnings varied between Rs. 30/- and Rs. 40/- exclusive of tips.

Yet another method of ascertaining the income of rickshaw pullers was attempted by calculating their cost of living at Simla and adding to it the amount of remittances usually sent by pullers to their families and relatives and the savings that were deposited with the *chawdhris* or kept with themselves. According to a modest estimate, the cost of living per head of rickshaw pullers at Simla comes to about Rs. 20/- per month. It was further ascertained that the amount of remittances to friends and relatives, payments to moneylenders and savings set aside, on an average, come to about Rs. 15 to Rs. 20 per month. This again leads to the conclusion that the monthly income of a rickshaw puller in summer oscillates about Rs. 40.

* Figures not available.

Supplementary Earnings.—The earnings of pullers by way of tips, which are common in Simla, are estimated at Rs. 3 to Rs. 4 per month. In their leisure hours, pullers also undertake odd jobs, say, those of porters and draw an extra income therefrom. From enquiries, it transpires that they earn Rs. 2½ on an average per month as porters.

Seasonal Variations.—The income of rickshaw pullers generally varies from season to season. The lowest earnings are generally in winter when there is very little work in normal years. Since the war, however, rickshaw pullers have been earning sufficient income even in winter, because several government offices have been permanently stationed at Simla. The peak months, according to my enquiries, are June to August.

Working Hours.

The *chawdhris* place no limit on the working hours of the pullers. There are no legal limits either. The Municipal bye-law on the subject runs as follows* :—

“The proprietor or any other person in charge of the licensed rickshaw shall be bound at any time of the day or night to give such rickshaw on hire to any person demanding the same and shall also supply the necessary number of licensed rickshaw coolies in order to propel and draw it.”

There is no shift system in Simla. Working hours depend upon traffic. Normally, the morning and evening hours are the busy hours, coinciding with the opening and closing of offices. Rickshaw traffic is heaviest in the evenings, as pleasure seekers add to it. Arrival and departure timings of the trains, railway motor or road motor are also busy hours for the rickshaws, specially on days following or preceding Sundays and holidays. From the evidence at my disposal, it appears that the period of rest for pullers falls between 11 p.m. and 8 a.m.

In the pre-war period, when labour was plentiful and work scarce, a rough and ready organisation of rest period was in force, but now that the traffic has increased and labour is comparatively scarce, it is only exhaustion or illness or some pressing necessity that prevents a team from working during all hours of the day or the night. There is a universal complaint by pullers against the present 24-hour liability of work. A system of overlapping shifts can be evolved in co-operation with the *chawdhris*, but this is likely to lead to several abuses. I may, therefore, advocate a simple two-shift system under which pullers of the first shift would be entirely different from pullers of the second shift.

The chawdhri system.

Out of 600 rickshaws at Simla, 450 are public vehicles and are owned by private capitalists called *chawdhris* who hire them out to pullers at rates fixed by the Municipal Board. The *chawdhri* takes a private or municipal shed on rent and accommodates the rickshaws and the pullers therein. Sometimes, he also takes a room or two in the neighbourhood to house his rickshaw pullers. In certain cases, he invites the pullers from their villages and provides them with uniforms. He is answerable to the Municipal Board for their conduct and behaviour.

There is no service agreement, written or unwritten, between the *chawdhris* and the pullers. Nor is any security demanded from the latter because they generally hail from the same place as the *chawdhris*. During my investigations I found that the hold of the *chawdhris* was sufficiently great and rickshaw pullers would not normally be allowed to change over from one

*Bye-law No. 11 of the Simla municipality.

chawdhri to another. The present war, however, has had its effects on this system and a greater freedom on the part of pullers is, no doubt, discernible.

Usually, pullers form their own teams voluntarily on a caste or a locality basis and the arrangement lasts in some cases for an entire season and in others for a shorter period. A team may be formed and re-formed on more than one occasion in a season, especially when it is a known fact that the puller, when he comes to Simla, need not necessarily stay here for the entire season. His health may give way or domestic circumstances beyond his control may necessitate his return to his village. In winter, however, there is a general exodus of pullers to their villages and teams are re-arranged in November. The *chawdhri* appears to have no say in the matter. He does not generally keep any supervisory staff and he depends to a large extent upon the honesty of the pullers for his share of their earnings.

In matters of repairs and replacements of rickshaws or breakage or damage done to them, the responsibility is entirely that of the *chawdhris*. In very extreme cases of wilful or gross neglect, however, the pullers are held jointly responsible for the loss or damage.

The *chawdhri* system, as it obtains to-day at Simla, may be said to appeal to the new entrants unfamiliar with local conditions. Ignorant and poverty-stricken men, fresh from their villages, find it simpler and easier to leave all matters regarding registration, etc., in the hands of experienced *chawdhris*, who sometimes give an advance or arrange for an advance either in kind or in cash and even provide for their lodging and boarding, though not without payment.

Certain complaints have, however, been received against the *chawdhri* system and it is alleged that it throws ignorant and inexperienced men at the mercy of greedy persons and leads to their exploitation with all its consequent evils. The *chawdhris* have, it is said, shown themselves antagonistic to any improvements in the condition of pullers and the system of rickshaw ownership by them is unwholesome for all concerned.

An experiment.—Between 1938 and 1942, a scheme was introduced by which the rickshaws came to be owned by the pullers themselves. The *chawdhri* system was abolished in three sheds in 1938 and the new scheme was later extended to all *Municipal* sheds. It was understood that it would be applied all over but some hitch occurred and the *chawdhris* continued to survive in the private sheds, i.e., non-municipal sheds. To give a practicable shape to the new scheme, the Municipal Committee bought rickshaws from the dispossessed *chawdhris* and resold them to pullers on an instalment basis. A large number of rickshaws thus bought and resold were old and required repairs which, in certain cases, involved considerable expense. Complaints arose in the wake of this experiment but these were ignored as it was apparent that the period of dislocation and necessary re-adjustment would not be long. Towards the end of 1941, the Municipal Committee took stock of the position and decided to give the scheme a further trial. Supervision was strengthened by the appointment of a third rickshaw inspector in addition to the two who were already working. Certain complaints were received against the behaviour of the rickshaw pullers in the proper discharge of their duties and ultimately the experiment was given up early in 1943 when the Municipal Committee reverted to the old *chawdhri* system. Pullers were thus forced to sell their rickshaws at a price fixed by the *chawdhris* and the Municipal tax officials. Certain witnesses complained that the prices so fixed were in some cases much too low, no compensation having been paid to pullers for some heavy repairs and renewals carried out by them.

On the basis of the evidence available with me, I cannot decide whether or not a fair trial was given to the scheme adopted in 1938. Some witnesses asserted that pullers gained immensely from the new experiment. Others held that difficulties in the way of the ownership of rickshaws by pullers were artificially caused by the action of the Municipal Committee. It is a fact that rickshaw pullers behaved very badly at Simla during the period of experiment. One would, however, like the experiment to be tried again keeping clear of all the defects that were brought to light during 1938—42. The case for the discontinuance of the *chawdhri* system is strong, both on moral and economic grounds and merits reconsideration. The possible alternative system can be either municipal ownership or state ownership of rickshaws—the pullers purchasing rickshaws on hire-purchase or even plying them on reasonable hire charges. “The Municipal ownership of rickshaws”, writes the Director of Industries, Punjab Government, in reply to my questionnaire, “may not be impracticable”.

Health.

Rickshaw pulling puts a very great strain on human nerves, the exertion being particularly great on the legs. It was asserted that, even on considerations of health, there should be a limit on the age of admission to rickshaw pulling. The sample enquiry of 381 pullers showed that 36 per cent. were under 20 years of age. The general consensus of opinion is in favour of an age limit of 20 years for entrance to this employment. The Municipal Secretary suggested 18 but I would share the views of Col. *Phipson who, in the course of his discussions with me, supported the age limit of 20 years. There were various suggestions for the fixation of the upper age limit. The Municipal Secretary put it down at 50. I would, however, agree with Col. Phipson that it should be 40 at *Simla* because of the greater strain that rickshaw pulling involves here.

To guard against the entrance of physically weak persons in the trade, there is a pre-employment medical examination by the Municipal doctor and the license to ply rickshaws is given only to those who are medically fit. An idea about the general health, physical disabilities and ailments peculiar to the rickshaw pullers can be had from some of the results of a health survey which was undertaken in 1933, and which covered 734 pullers. Though this enquiry is very old, the results are of interest even today.

Prevalent diseases†.—Pediculosis, according to the enquiry in 1933, was the most prevalent disease among the rickshaw pullers. 99 per cent. of them were found to be infested with body vermin. The number of persons suffering from teeth and gum troubles was very large. 221 pullers were found to be suffering from dental caries. A considerable portion of these suffered from spongy gums, indicating deficiency of vegetables in the diet. 12.5 per cent were found to be suffering from disordered action of the heart, while 56.8 per cent of these heart cases were markedly anaemic.

* Medical Officer of Health, Simla.

† The number of persons suffering from the various diseases is given below :—

Organic heart	4	Flat feet	6
Anaemia	50	Varicosity of leg veins ..	21
Tachycardia	88	Skin diseases	23
Signs of Bronchitis ..	21	Chronic Othilis Media ..	1
Chronic Malaria	53	Dialutus	1
Goitre	35	Pyorrhea	48
Eye diseases	61	Dental caries	221

This health survey undertaken in 1933 was given up on account of certain difficulties and I have no recent records at my disposal to find out the nature and extent of the diseases that pullers suffer from. The Municipal Secretary thinks that rickshaw pullers do not suffer from any special disease except varicose veins, which has been detected in a few cases. Col. Phipson holds that, apart from varicosity of leg veins, they commonly suffer from bronchitis and pneumonia, due mostly to exposure to rain and snow. The Doctor-in-charge of the Infectious Diseases Hospital, who examines the rickshaw pullers every year, adds pediculosis to the list of diseases referred to above. The pullers complained of stomach troubles and headache as the most common diseases among them. It is also said that rickshaw pulling leads to sterility. That the number of the married couples without children among the rickshaw pullers is large is not a conclusive proof of sterility. Long absence from home may perhaps account for lower birth rate among them.

The use of *patties*, it was suggested, is the best safeguard against varicosity. Though the Municipality does not insist upon the use of *pattis*, some jampanies use them.

System of medical examination.—Every puller is examined by the Doctor-in-charge, Infectious Diseases Hospital, and is given a certificate for work. I met this doctor personally on the 19th June 1944 and found that he could with much difficulty spare 1-1½ to 2 minutes for the examination of each puller. His duties were so many that he could not discharge all of them to his entire satisfaction. Col. Phipson had previously stated that the existing system of medical examination was unsatisfactory, and indeed little more than a formality and that it ought to be made more thorough and perfect but this could only be done by an increase in medical staff. He added that adequate shelter against cold and rain is also not provided to pullers. They rarely possess rain coats and are therefore liable to suffer from exposure. At one time, the Municipality supplied rain coats to the pullers on an instalment basis of repayment but difficulties in the recovery of money led to a stoppage of the practice.

Medical facilities.—The local Municipal Board maintains a General Hospital (the Ripon Hospital) which provides facilities for free treatment for all, including the pullers. Pullers, like several illiterate folk, however, are averse to allopathic drugs and do not care to go to hospitals, even when seriously ill. For the benefit of such people the Municipality has opened Ayurvedic and Unani dispensaries. My enquiries reveal that pullers have not taken kindly even to these institutions, the reason according to them being that they are not given the care they deserve there. It is difficult to prove this allegation but it is a fact that a puller would like to go back home in the event of serious illness, rather than stay under the inhospitable environments (to use his words) of Simla. His attitude smacks of conservatism and superstition, which can only be got rid of through a much wider diffusion of education. Compulsory adult classes for the grown-ups appear to be steps in the right direction. But, simultaneously, an attempt should be made to start mobile dispensaries so that ailing pullers may be attended to promptly.

One thing more. The Municipality takes precautions to disinfect the clothings of the pullers and to give them fortnightly baths at its Disinfecting Station. But, is that sufficient? What use is there in giving baths and in disinfecting clothes when their environment and ways of living are so insanitary and dirty? The medical examination is far from satisfactory and even those who suffer from infectious diseases can always manage to secure the desired certificate. Under such a state of affairs, it is necessary to tighten up the medical test and to see that the standard of living of the pullers improves.

No expectation of the average life of rickshaw pullers can be given as most of them do not stay permanently at Simla. Their meals, however, are deficient in nutrition. Most of them are vegetarians and those, who are not, cannot afford to take meat as their earnings are poor. My enquiries further indicated that pullers are not generally addicted to any intoxicant or drug.

Housing.

Like the general population of Simla in normal times, rickshaw pullers are migratory in character. The nature of their work requires them to live in the close vicinity of their sheds so that they may be available at all hours of the day and night. The responsibility of providing accommodation ordinarily devolves upon the *chawdhris*.

Rickshaw pullers have 4 different types of housing accommodation available to them :—

(i) They are housed in the very sheds where rickshaws are parked or in the verandahs or open places adjacent to public buildings.

(ii) A few rickshaw sheds have rooms attached to them which are utilised for sleeping at night.

(iii) In certain other cases the *chawdhris* rent out small houses in the close neighbourhood of the sheds.

(iv) Lastly, there are municipal barracks built for this purpose. Municipal accommodation includes four new well-built sanitary barracks of 3 to 4 storeys each. The approximate dimensions of each are 54 ft. $\times$ 20 ft. i.e. 1080 sq. ft. for 24 men. The municipal authorities exercise strict supervision so that the number of lodgers may not exceed the maximum capacity of the barracks.

It may be said that these new barracks are the very best from the point of view of construction but they do not afford any privacy to the inmates. A wiser course would have been to have built cubicles or single rooms for each team of pullers with kitchens and bathrooms attached. The rest of the municipal accommodation is either inadequate or miserable. In one shed, for example, there is a floor space of 162 square feet for 40 persons giving an average of about 4 sq. ft. per man. 18 persons of this shed sleep on the floor between and under the rickshaws, 10 men occupy a nearby roadside shelter, 4 sleep in a verandah of an adjacent post office and 4 on cots which are kept hanging from the ceiling in the day-time. A second shed, having a floor space of 22 ft. $\times$ 16 ft. i.e. 352 sq. feet, accommodates 16 rickshaws and 70 persons while in a third shed a space of 330 sq. ft. is meant for 15 rickshaws and 60 men, 20 of whom sleep between and under the rickshaws, 8 on cots hung from the ceiling in the day-time, and some in the small kitchen adjacent to the shed.

The condition of housing in the old municipal hostels is also unsatisfactory. For example, in a double storeyed shed, the ground floor is used as a rickshaw stand and the first floor as a hostel. The area of the ground floor is 64 ft. $\times$ 11 ft. (704 sq. ft.) accommodating 20 rickshaws and 30 pullers. The first floor houses 40 persons and the rest of the pullers, about 20, sleep in the verandahs of the neighbouring shops.

Accommodation in some of the hotel sheds, too, is equally unsatisfactory. In one hotel, for instance, 96 sq. ft. of floor area houses 5 rickshaws and 4 pullers. Eight men occupy a room 12 ft. $\times$ 8 ft. and 8 go to another shed to sleep there. In another hotel, conditions are even worse; a small room having a floor area of 60 sq. ft. has to accommodate 32 men, 4 of whom sleep in this room and the rest outside.

Kitchens.—In some municipal sheds, separate kitchens are available. In the new hostels, for example, there is one kitchen for each storey, or for 24 persons. Kitchens are also available in some other Municipal sheds. There

were, according to my sample enquiry, 17 kitchens for 376 pullers or about 22 persons per kitchen and the area of the kitchen varied between 27 sq. ft. and 64 sq. ft. Three kitchens alone were fitted with chimneys and, what was worse, 5 were being used partly as sleeping rooms. It has already been said that there is, on an average, one kitchen for every 22 persons. This, to say the least, is inhuman. I am of opinion that there should be a kitchen and a bath room for each team of four pullers.

Latrines and bath-rooms.—The new hostels are provided with bath-rooms and flush latrines. In one of the old hostels, however, there is no provision for latrines. Pullers naturally have to use the public latrines even during illness. According to my sample enquiry, 176 persons out of 376 (46.8 per cent) had to use the public latrines. 200 persons alone had separate latrine arrangements; of these 74 had flush latrines and 126 non-flush ones. Out of 376 pullers interviewed, 72 had to take water from the public taps and the rest from taps provided in the sheds. No charge was payable for water by the pullers except in the case of two sheds where they had to pay 2 to 4 annas a year per head. In the case of the new hostels, however, water charge is extra and is said to be excessive.

Rent.—Pullers are required to pay a rent of 12 annas per month per head in the case of the new hostels and 8 annas in the case of the old. A charge of 8 annas per head is collected invariably by the *Chawdhris* in respect of private sheds. With regard to the payment of rent and other charges, pullers are individually responsible to the *chawdhris*.

Light.—None of the sheds (new barracks included) visited by me is fitted with electric light. Kerosene or mustard oil lamps are supposed to be in use, the expense being borne by the *chawdhris*. My personal experience is that dim lights are provided in rickshaw sheds by the *chawdhris* but there is no light in sheds which are used for sleeping purposes.

Sanitary conditions.—The general sanitary conditions in the new barracks and a few other sheds are good, but in a very large number of sheds, including municipal ones, they are unsatisfactory. Most of the sheds have not been white-washed for years.

Welfare activities.

Nothing has so far been done by the Municipal Board, the *chawdhris* or the rickshaw pullers themselves to start any welfare work. There is, for example, no provision for indoor or out-door games and for special night adult schools for their education. There are no special libraries and reading rooms for literate pullers. No entertainment in the form of radio, etc., is provided for them. Pullers would appreciate light music, if some arrangements were made by the city fathers. As it is, they often spend their leisure in singing.

Clothing.—Like housing, clothing or the livery is also provided generally by the *chawdhris*. Each puller is given two shirts, two *pajamas* and a turban by the *chawdhris* who recover the cost of these articles in easy instalments of 8 to 12 annas per month. The puller is responsible for the washing, which he generally does himself. A more satisfactory arrangement exists in some of the hotels. In one hotel, for example, a puller is supplied two complete uniforms (coat, *pajama*, turban, *kula*, *patties* and belts) and a nominal amount of one rupee per month per puller is deducted for washing and repairs of the uniforms. In another hotel, on the other hand, uniforms, blankets and dusters are provided by the management without any charge. The pullers in a third hotel are supplied uniforms by the *chawdhris* at three rupees and eight annas for the season.

The personal belongings of the pullers are only a few. More often than not, they have one blanket and a carpet each. Some of them have old gersies for winter use. Those who stay on in winter have some more clothing in the shape of warm *bandies* or second-hand winter wears. Judged from the nature of their work, the clothing of pullers in the private and municipal sheds is insufficient, and the possibilities of their exposure to cold are consequently many. They have generally no footwears when they go out with rickshaws in summer, but otherwise they do use mostly cheap shoes.

Earnings of Chawdhris.

My treatment of the economic condition of rickshaw pullers will not be complete unless I refer to the earnings of the *chawdhris*. There are at present 35 *chawdhris* owning 2 to 22 rickshaws each according to their financial position. The capital outlay in this trade naturally varies with the number of rickshaws. The purchase price of a new rickshaw would be in the neighbourhood of Rs. 400 in normal times. The rickshaws are generally purchased second-hand and the price today ranges between Rs. 150 and Rs. 400 according to the condition of the rickshaw.

From the evidence of most of the *chawdhris* and a perusal of their account books, wherever possible, it transpires that the gross earnings per rickshaw come to Rs. 1|8/- per day, i.e., Rs. 45/- per month.

Depreciation.—The normal life of a rickshaw is 10 years according to the evidence of both the *chawdhris* and the manufacturers and, naturally, the depreciation charge should be estimated at 10 per cent. or roughly Rs. 3 per month.

Annual repairs.—The yearly expenses on repairs and municipal taxes of a rickshaw are as follows :—

TABLE XIV.

Serial No.	Items.	Yearly expenditure.
		Rs.
1	Rubber tyres and tubes	50
2	Painting	7
3	Upholstery, leather work, and wages of <i>Mochi</i>	35
4	Kerosene oil, axle grease, etc.	15
5	Municipal tax (Levied on both private and public rickshaws)	8
6	License fee. (Levied on public rickshaws only)	3* (Rs. 4 for old type rickshaw).
7	Miscellaneous repairs and renovations	15
Total ..		133

These figures have been arrived at as a result of my discussions with the rickshaw manufacturers and repairers, the *chawdhris* and others concerned. They show a monthly average of Rs. 11 per rickshaw on repairs. Besides, the monthly expenses on *illegal gratification, which is alleged to be very common in the Punjab*, may be estimated roughly at Re. 1|- per month. The monthly profit and loss account in respect of one rickshaw may thus be as under :—

* Rupees three will be charged for license for a rickshaw of the new light pattern as described below :—

“ (a) Hood and apron made of water-proof canvas.

“ (b) Weather screen fitted with mica.

“ (c) Wheels of the light ‘cycle’ type and fitted with solid or pneumatic tyres ”.

TABLE XV.

Profit and loss account.

Depreciation	..	..	..	..	..	Rs. 3	} Income Rs. 45
Repairs	..	..	..	..	..	11	
Illegal gratification	..	..	..	..	..	1	
Profit per rickshaw	..	..	..	..	..	30	
Total						45	Rs. 45

This account does not take into consideration the overhead charges and the incidence of rent. Taking into account all the factors, I find that the income of a *chawdhri* would be slightly less than Rs. 30/- per rickshaw per month. A rickshaw manufacturing shop hires out rickshaws to certain hotels at Rs. 22/- per rickshaw per month with responsibility for minor repairs on the part of the hirer. This confirms my conclusion that the ownership of rickshaws should rest with pullers. This would mean increased earnings for them.

I may here state the charges which the *chawdhris* had to pay for 18 municipal sheds in the different parts of the town. These sheds are put to auction every year ; the *chawdhris* offering the highest bid being allowed to take them over. The Municipality realised a total income of Rs. 16,150/- from this source in 1944-45.

PART II.

MADRAS.

The popularity and the success of rickshaw transport in Madras City may be attributed mainly to three factors. Firstly, the city is far-flung over a wide area of nearly 30 square miles, but is inadequately served by modern means of communications*. Secondly, a considerable labour force is available for rickshaw pulling, drawn mainly from the depressed classes of the adjoining districts. Thirdly, there are large open spaces in different parts of the city, where rickshaw pullers, along with many others of their kinsmen, can put up cheap huts for themselves.

Employment.

The following data, obtained from the office of the Deputy Commissioner of Police (Traffic), Madras, show how the number of public rickshaws and licensed pullers in Madras City (excluding certain outskirts such as Saidapet and Tambaram) has steadily increased in order to meet the increasing demands of a growing population :—

* The number of passenger buses (with a maximum carrying capacity of 21 persons per bus) plying within city limits is 145. The Madras Electric Tramways have 33 miles of track and the number of cars is 88. The total mileage of the South Indian Railway and the M.S.M. Railway passing through city limits is about 16, and the service does not, however, materially benefit either the inner areas or the congested parts of the city. The bullock and the horse-drawn carts, which figure very prominently in the smaller towns of the province, are also strikingly few in Madras, mainly because of the high cost of draught animals and the scarcity of fodder.

TABLE XVI.

Year.	Total number of public rickshaws.*	Total number of licensed pullers.	Estimated population of the city in lakhs.
1935-36	2,746	Records not available. }	7.06
1936-37	2,140		7.21
1937-38	Records not available.		7.36
1938-39	2,418	5,250	7.51
1939-40	3,312	4,687	7.66
1940-41	3,112	4,591	7.69
1941-42	4,013	5,500	7.82
1942-43	3,674	6,530	7.95
1943-44†	4,031	5,931	8.08
1944-45†	4,000	6,122	8.21

Apart from these public rickshaws, there are about 500 private rickshaws, owned mainly by middle class people. These vehicles, like the public rickshaws, pay taxes to the Corporation at the rate of Rs. 3 per half year but are not registered with the Police Department. Nor are the pullers of these vehicles required to take out licences. In almost all cases, the owners of these private rickshaws utilise the services of their pullers as domestic servants and pay them a regular monthly wage ranging from Rs. 20 to Rs. 30. Moreover, there is no restriction, whatsoever, regarding the number of persons that can be carried at a time in these private rickshaws as in the case of public rickshaws.

Religion and caste composition.—An analysis of the data in the Pullers' Register maintained by the Deputy Commissioner of Police (Traffic), Madras, for 1943-44 shows that 4,654 (78.5 per cent.) out of a total of 5,931 registered pullers, are Tamils, and that the rest are Telugus. Classified according to religion, it is found that 5,777 (or 97.4 per cent.) are Hindus, 95 (or 1.6 per cent.) are Muslims and that 59 (or 1 per cent.) are Christians.

Sources of labour supply.—In the latter half of 1944, when the present enquiry was undertaken, a random sample of 744 pullers were questioned on various points relating to their places of origin, literacy, civil condition and indebtedness. The data in the following table relate to the place of origin of these samples.

* Statistics of public rickshaws and licensed pullers are for the financial year ending 31st March. The estimated population of the city as published in the annual administration reports of the Madras Corporation is based upon the vital statistics of the Health Department and should be regarded only as an estimate.

† A preliminary census carried out by the A.R.P. personnel in connection with the introduction of rationing revealed that the population of the city in 1943 was 9.88 lakhs as against the estimated figure of 8.08 lakhs. It is believed that the population in 1945 would be over 10 lakhs, if the military personnel are also included.

† Since the financial year 1943-44, the Commissioner of Police, Madras, has restricted the number of public rickshaws in the city to 4,000.

TABLE XVII.

Area.	Total number from each area.	Percentage of pullers from each area to the total number of pullers questioned.
TAMIL.		
(1) Chinglepet	148	19.9
(2) South Arcot	268	36.0
(3) Madras	103	13.8
(4) Other Tamil districts, mainly Trichinopoly, Salem, Ramnad and Tinnevely.	63	8.5
(5) Pondicherry	11	1.5
Total ..	593	79.7
TELUGU.		
(6) Hyderabad	98	13.2
(7) Telugu districts of the Madras Province (Guntur, Nellore and Kistna).	53	7.1
Total ..	151	20.3
GRAND TOTAL ..	744	100.0

The majority of pullers stated that they did not find work in their villages all the year round and were therefore compelled to migrate to the city. The data in Table XVII given above corroborate the observations of the pullers as all the places of recruitment are such as have few irrigation facilities and are not capable of offering any avenues for the employment of agricultural labour throughout the year. In this respect, conditions in Madras are identical with those which prevail in several towns of China where, too, labour for rickshaw pulling migrates to cities during the off-season in agriculture, as can be seen from the following passage* :—

“ The most popular means of passenger conveyance in Chinese towns is the rickshaw. According to the census, Shanghai alone in the year 1924 issued over 10,000 licenses for rickshaws. In 1925, there were in Peking 35,000 rickshaws with 55,000 rickshaw coolies. These coolies come mostly from the surrounding rural districts and take to rickshaw pulling as spare time occupation. These coolies, mostly farm-hands, remain in the city for only a season of the year and return to their country when their labour is required on the farms.”

Several pullers hailing from the two neighbouring districts of Chinglepet and South Arcot alleged that they were compelled to take to rickshaw-pulling in Madras not only because of lack of employment as agricultural labourers but also because of oppression by castemen and rackrenting by landlords.

As per information given by the 744 pullers referred to above, 24.1 per cent. (179) were absent from the city for a period extending up to three months and 60.6 per cent. (451) from four to six months. Pullers who work all through the year constitute only 13.0 per cent. (97 out of 744) and almost all of them declared themselves to be permanent residents of Madras City.

* Chinese Economic Bulletin, 10th October 1925, No. 242.

More instructive than the study of the causes for the inflow of agricultural labourers into the city as rickshaw pullers is the study of "years entirely missed" by them. Only 2.3 per cent. of the pullers (17 out of 744) missed their job for a period ranging from 1 to 3 years. Of these, 10 were from villages and 7 from Madras City proper. The 'village pullers' attributed this to their own illness or domestic calamities such as deaths in the family. In the case of the 'Madras pullers', the reasons given were that they changed over to other occupations such as *jutka** driving or working as coolies in army-clothing departments or in the building trade. When questioned further why they did not continue in these jobs, they confessed that they were discharged by their employers for some reason or other and that they were therefore obliged to revert to rickshaw pulling. The truth is that rickshaw pulling is more or less an unskilled job and very few pullers seem to be capable of engaging themselves in any skilled occupation. There is a humorous saying current in Madras—"Once a rickshaw puller, always a rickshaw puller".

This does not mean that a puller works as a puller all the time. The strain involved is so great that many pullers give up the job after some years of work. The following table shows the frequency distribution of the period of regular employment of the 744 pullers questioned by my staff:—

TABLE XVIII.

Period of regular employment.						Total number of pullers in each period.	Percentage to the total number of pullers.
1. Up to 1 year	..	..	..	..	..	130	17.5
2. 2—5 years	..	..	..	..	..	340	45.7
3. 6—10 years	..	..	..	..	..	170	22.9
4. 11—15 years	..	..	..	..	..	46	6.2
5. 16—20 years	..	..	..	..	..	39	5.2
6. Over 20 years	..	..	..	..	..	19	2.5
Total						744	100.0

Though there may be a certain element of error in the data of period of regular employment as supplied by these illiterate pullers, the general trend revealed by them is unmistakable. For, it is seen that 17.5 per cent. of the pullers are those who have worked up to only one year. 45.7 per cent. have worked only from two to five years. Those who have worked regularly for a period of over 10 years are found to constitute only 13.9 per cent. It is clear beyond doubt that the majority of pullers drop out within a period of 10 years and revert to other occupations and that their places are taken by new recruits. This conclusion is corroborated further by my analysis of the age-distribution of all the licensed pullers in 1943-44, as recorded in the Pullers' Register maintained by the Deputy Commissioner of Police (Traffic), Madras.

Age distribution.

From the analysis of the age distribution of pullers given in the following table, it can be seen that the vast majority of pullers (69.3 per cent.) comprising the second, the third and the fourth age-groups are between 21 and 35 years of age and that those who are 41 and above form only 15 per cent. This has a bearing upon the practical question of fixing the age limit for pullers. Both the Commissioner of Police and the Commissioner of the Madras Corporation have suggested that the puller should be not less than 20 and not more than 45. If such an age limit is fixed, it is obvious that 9.8 per cent. or about 600

* Jutka is a horse-drawn vehicle.

pullers would be thrown out of their jobs. It is this prospect of unemployment among pullers that has made the President of the Madras Rickshaw Pullers' Association to record his dissent to this proposal unless old age pensions are instituted for them.

TABLE XIX.

Serial No.	Age-group.	Total number of pullers in each group.					Percentage of each group to the total number of pullers.
1 ..	15—20	145					2.4
2 ..	21—25	1,233					20.8
3 ..	26—30	1,711					28.8
4 ..	31—35	1,165					19.7
5 ..	36—40	789					13.3
6 ..	41—45	452					7.6
7 ..	46—50	280					4.8
8 ..	51 and over	156					2.6
Total ..		5,931					100.0

Literacy.

Out of the 744 pullers covered, only 33 (or 4.4 per cent.) were literate, i.e., those who knew how to read and write a letter in their own mother-tongue. The remaining 711, constituting just over 95 per cent. of the total, were illiterate.

Dependants.

Out of a total of 744 pullers, 565 or 75.9 per cent. declared themselves married and the remaining unmarried. The following table shows the distribution of families according to the number of dependants :—

TABLE XX.

Frequency distribution of dependants.

Number of dependants.	No. dependants	1 to 2	3 to 4	5 to 6	7 and above
Number of families	120	274	241	89	20

Though a large majority were married, only about 36 per cent. lived with their families in Madras. The recent floods which washed away several huts are said to have been responsible for many pullers sending away their families to villages. Whatever be the cause, there is no denying that this condition is not conducive to healthy moral life among the pullers. In an enquiry conducted in 1932 by the Triplicane Sociological Brotherhood, it was noticed that, in some of the *cheris* (dwellings of outcastes), the proportion of children to the adult population was strikingly small providing evidence for concluding that some were living with their 'mistresses', leaving their wives and children in villages. In the present enquiry, as many as 15, out of a total of 744 pullers, admitted openly that they were living with their 'mistresses' in the city.

Socio-Economic Organisation of Tamil Pullers.

This account of the conditions of rickshaw pullers may well close with a

brief description of certain peculiar features of the socio-economic organisation of the Tamil pullers :—

Firstly, each *cheri* has its own recognised headman who is the presiding authority at the social and religious functions of its residents. It is he who also settles petty disputes among them. These features of community organisation which are the survivals of ancient Dravidian village government are certainly capable of further development in any scheme of improvement of conditions of rickshaw pullers.

Secondly, the Tamil rickshaw pullers throughout the city have evolved and are observing certain well-defined rules and regulations of their own for carrying on their work, and the following among them are of special interest :—

(a) Each puller must attach himself to a particular 'stand', the place recognised by the Police for the parking of rickshaws and no puller is allowed to pick up passengers from the 'stand' to which he does not belong. Any new entrant has to be a 'probationer' (that is, not allowed to park his rickshaw in the 'stand') until he is 'admitted' as a member of the 'stand'.

(b) At certain 'stands', there are even elaborate conventions concerning the picking of passengers. For example, at some of the 'stands' of Mount Road, a puller, who cries out first for a passenger or the one who first draws out his rickshaw towards the passenger, is given the right of priority in negotiating the fare. Similarly, there are rules regarding the fixing up of fares and the settlement of disputes arising therefrom.

(c) Each 'stand' has a 'headman' appointed by the members of the 'stand' by common consent and his decisions are accepted as final in all disputes among its members.

(d) The punishment for any violation of the rules of the 'stand' is a fine which may extend to Rs. 5 per offence. But, as a rule, the fine is limited to a few annas and the amount collected is utilised for purchasing *pansupari* (betel leaf and arecanut) and distributing it among the members. If the amount is large, it is devoted to the performance of 'pujas' to the 'deity' of the 'stand' or the gods and goddesses of the temples in their native villages.

(e) All pullers join together and celebrate certain festivals, particularly the *Ayudha Puja*, by collecting subscriptions among themselves at the rate of one anna per week for a period of 8 weeks prior to the due date of the festival.

Indebtedness.

Indebtedness being a chronic and universal disease among the poor in India, there is nothing to be surprised at either the volume of debt or the purposes for which money is borrowed. According to my enquiries, only 287 out of a total of 744 (or 38.6 per cent.) were found to be free from debt and the vast majority, i.e., 457 (61.4 per cent.) were therefore indebted. Of the latter, 57 were without any dependants to support. The total amount of debt of all indebtedness persons was Rs. 51,465. Indebtedness *per capita* was thus Rs. 112. The following table shows the distribution of debt according to the size of the family :—

TABLE XXI.

Indebtedness of families according to the number of dependants.

Number of dependants.	No de- pendants.	1—2	3—4	5—6	7—8	Total
Number of families	57	169	154	61	16	457
Amount of debt (Rs.)	6,718	17,422	17,298	6,840	3,187	51,465
Average amount of debt per family (Rs.)	118	103	112	112	199	112

The following table shows the distribution of indebted persons according to the amount of debt :—

TABLE XXII.

I		II		III		IV		V		VI	
No. of persons in debt.		Number of persons free from debt.		Debt between Rs. 1 & 50.		Debt between Rs. 50 & 100.		Debt between Rs. 101 & 200.		Debt over Rs. 200.	
No.	%age of total.	No.	%age of total.	No.	%age of Col. 1.	No.	%age of Col. 1.	No.	%age of Col. 1.	No.	%age of Col. 1.
457	61.4	287	38.6	197	43.1	124	27.1	91	19.9	45	9.9

(a) *Causes of indebtedness.*—Analysing the distribution of debt according to causes it was found that the 457 persons in debt had taken altogether 478 loans for various purposes. The following table shows the total number of loans taken, the purposes for which they were taken and the average amount of loan in each account :—

TABLE XXIII.

Cause of debt.				No. of loans taken.	%age of all loans.	Amount of debt (Rs.)	%age of total debt.	Average amount of debt (Rs.)
All causes	..	..	..	478	100	51,465	100	112
Marriage	..	..	..	184	38.5	20,140	39.1	109
Sickness	..	..	..	5	1.1	310	0.6	62
Death ..	..	..	..	21	4.4	1,570	3.1	75
Litigation	..	..	..	..	..	..	..	..
Purchase of land	..	..	..	31	6.5	5,050	9.8	163
Domestic needs	..	..	..	174	36.4	14,470	23.1	83
Miscellaneous	..	..	..	23	4.8	1,100	2.1	4
Ancestral	..	..	..	40	8.3	8,825	17.2	221

This table shows that loans on account of marriages and domestic needs constitute nearly 76 per cent. of all loans and 67 per cent. of total debt. While the proportion of loans on account of these two factors is about equal, debt incurred on account of marriages is 13 per cent. higher than debt incurred for meeting domestic needs. The average amount of loans for marriages is also higher by Rs. 26|- than the average amount of loans for domestic needs. Ancestral debt follows next accounting for a little over 17 per cent. of the total debt. Though the number of cases of debt inherited is 8 per cent. of all loans, the average amount of debt on this account is the highest of all, being Rs. 221 as compared with Rs. 83 for domestic needs and Rs. 109 for marriages. Altogether, the predominance of debt for consumption purposes is obvious.

(b) *Sources of borrowing.*—It may be noted here that the migratory character of the pullers and the absence of any pledgable property with them scare away the professional moneylender. This is why the Marwari does not come into the picture. The pullers' moneylenders, according to enquiries, are their own village kinsmen who had come earlier and had built up small savings by frugal living while in the service of the local municipal corporation or similar institutions in the city. It is their small capital resources as well as their intimate knowledge of the conditions of their borrowers which explain this special type of moneylenders among the pullers.

Another interesting aspect of the problem of indebtedness among pullers is the method by which the creditors collect the interest as well as the principal due to them. In fact, these creditors lend only small sums, usually Rs. 10, but deduct interest for a month (calculated at one anna or two annas per rupee per month—i.e., at 75 or 150 per cent. per annum respectively) at the time of paying the principal. Thereafter, the creditor starts collecting the entire principal in small instalments of As. 5 per day, so that a borrower of Rs. 10 repays the debt in 32 days. It is a very common sight to see these moneylenders visiting rickshaw stands or *cheris* every day for collecting their dues.

During the course of my investigations, it was found that, in the case of 54 out of a total of 478 loans (11.3 per cent.), the borrowers did not know the terms on which they had borrowed money as their creditors went on collecting interest for an indefinite period. In the case of 26 loans (5.4 per cent.), the borrowers stated that they had borrowed by usufructuary mortgage of their land and that they were therefore not paying any interest. The following table gives the frequency distribution of the remaining 398 cases of loans borrowed at different rates of interest.

TABLE XXIV.

Rate % per annum.	Up to 6½	9	12	16 to 18½	18	24	30	37½	75	112½	150	300	Total.
No. of loans in each category.	26	10	50	9	24	13	4	16	112	5	123	6	398
% of each category to the total number of 478 loans.	5.4	2.0	10.4	2.0	5.0	2.8	0.9	3.3	23.4	1.0	25.8	1.3	83.3

The data given above show clearly that by far the largest number of loans (123) had been borrowed at the enormously usurious rates of 150 per cent. per annum and that the next largest group (112) paid interest at the rate of 75 per cent. per annum.

Health.

In the absence of any medical examination, it is very difficult to describe the general health of the rickshaw pullers in Madras City. Three important points should however be borne in mind in this connection. Firstly, the vast majority of pullers (69.3 per cent.) are in the prime of their manhood. Secondly, all but 13 per cent. of pullers, who are permanent residents of Madras, are drawn from the class of agricultural labourers and continue to have their contact with their villages by periodically visiting them during the time of sowing and harvesting. Thirdly, they lead a hardy life and live in the open.

Prevalent diseases.—Nevertheless, as pointed out by the Health Officer of the Madras Corporation, the rickshaw pullers suffer from several common ailments to which under-nourished people are generally liable, and in particular from cold, cough, bronchitis and fever, on account of their frequent exposure to sun and rain. Several pullers admitted that they suffer very frequently from headache and fever but that they seldom go to any dispensary or hospital since they get themselves easily cured by a few simple indigenous drugs. In cases of serious illness, they go to their native villages and consult the local physicians.

Clothing.

The clothing of pullers is neither clean nor adequate and this may in itself be responsible for several cases of cough and cold due to exposure. Males usually have two *dhoties* and two shirts (or vests) and their women-

folk generally have two *sarees*. Children below 5 have practically no clothing. Some pullers wear small pieces of cloth as their turban, while some others use old hats to serve the same purpose. Vary few pullers use any footwear at all as it is costly, though some wear old and cast-away tennis shoes.

Diet and drink.

The diet of the vast majority of pullers consists entirely of the rationed quantity of rice besides one vegetable or *dal*. Meat is used on festive occasions only, though cheap fish is taken usually once a week.

Almost all pullers chew betel leaves and arecanut and the majority smoke *bidis*. The Telugu pullers smoke a strong type of country made 'cheroot' or 'cigar' to which they are accustomed in their native villages. Alcoholic drink is the most common evil among all rickshaw pullers. In fact, they say that they cannot pull rickshaws unless they drink toddy (fermented juice of palmyra or cocoanut). It may be noted here that the womenfolk among them drink as well and that children are also brought up in this habit from their very childhood. Enquiries at the *cheris* of the Tamil pullers show that a puller spends about a quarter of his monthly earnings on drinks, both for himself and his family. Those who live alone in the city spend even half their earnings while confirmed drunkards go to the extent of borrowing money, if their earnings are not sufficient for this purpose. The Telugu pullers are, however, moderate in this respect, as they drink only once a week—that is every Sunday afternoon, which is their usual rest-period for the week.

Working Hours.

The hours of work for rickshaw pullers in Madras City are not regulated. The puller is his own master and this is indeed one of the reasons for many Adi Dravidas taking to rickshaw pulling in preference to other unskilled occupations, such as hand-cart pulling and splitting of fuel wood.

The working hours of a puller depend partly upon his needs for money and partly upon the conditions of passenger traffic in the particular parts of the city wherein he works. A puller works ordinarily eight to ten hours per day as that much time is necessary to enable him to earn his income for paying the hire charges for his rickshaw and meeting his daily expenses. But, on account of the strenuous character of the job, a puller who earns the requisite income during a shorter period usually hands over his rickshaw to some other puller in consideration of a commission of 2 to 4 annas. This practice of one puller hiring out his hired rickshaw to another puller is due to the fact that

(i) the number of public rickshaws is limited to 4,000, whereas there are nearly 6,000 licensed pullers,

(ii) the poorer pullers are not able to find the necessary deposit to hire out rickshaws for themselves, and that

(iii) there is frequent absenteeism due to pullers returning to their villages. This practice leads to irresponsible handling of rickshaws and sometimes even to vehicles falling in the hands of unlicensed pullers.

Rickshaw traffic is heavy in all the congested parts of the city and on all the 'stands' which are located close to schools, hospitals, hotels, picture houses, etc. It is also fairly heavy in many of the narrow streets of George Town, where there are neither tram nor bus facilities. 'Stands' situated close to the beach enjoy a fairly large volume of traffic during the evening hours of fair weather. Arrival and departure timings of trains on the two railway stations—Egmore and Central—are also the busiest hours for the rickshaw pullers of the adjacent 'stands'.

A point of considerable importance in connection with the working conditions of a puller is the question of fixing a limit to the number of persons that he can carry in a rickshaw at a time. The President of the Madras Rickshaw Pullers' Association asserts that the enforcement of the rule that only one person should be carried at a time has resulted in considerable loss to the puller without materially reducing his strain. He says that, when more than one passenger was allowed to be carried, more people travelled by rickshaw, as it was cheaper for short-distance transport (the fare being divided among the passengers) than even the tram, and that pullers had therefore a larger income not only by way of fares but also by way of tips from them on the plea of heavier strain. While this is undoubtedly true, there is no denying that the enforcement of the rule by the police since the 12th December 1940 has been welcomed by the public, particularly because it seeks to reduce the heavy strain imposed on pullers. In this connection it is necessary to refer to two points brought to my notice by several pullers questioned by me. Firstly, the enforcement of this rule is not stringent enough so much so that pullers, who feel the pinch of money, are tempted to violate the rule by taking their chances of escaping detection by the Police. Secondly, if detected, they are sometimes likely to get away from the clutches of the law by illegal gratification. One puller cleverly asked why the puller alone should be punished when the passengers are also equally guilty and argued that the most effective way of enforcing the rule would be to punish the puller and the passenger.

The chawdhri system.

The provision of public rickshaw transport in Madras city is almost entirely in the hands of a multitude of petty capitalists since, out of a total of 4,000 registered public rickshaws, puller-owned vehicles (according to the statement of the Deputy Commissioner of Police, Madras), number only 20.

The Police Department maintains a register of owners of public rickshaws under sections 4 and 9 of the Madras Hackney Carriages Act of 1911. The total number of entries of the names of owners in the registers for 1943-44 is 1912. Since the names of some of the owners are repeated more than once, when they register their vehicles at different dates, it is not easy to know the exact number of rickshaw owners. The Inspector-in-charge of the registration of these vehicles, however, estimates that the total number of owners would be only 1,500. Again, as the head of a family who owns several rickshaws gets the vehicles registered in the names of different members, particularly the women-folk, with a view to evading some taxes it is not possible to determine the exact number of 'families' which control these public rickshaws. The Inspector, referred to above, estimates these families to be about 600 in all.

Though the Madras Corporation collects the vehicle tax and the Police Department registers the public rickshaw, neither of these two bodies has laid down any regulations regarding the hire charges payable by the puller to the owner. For several years up to 1932, these charges stood at As. 4 per day per vehicle. Between 1932 and 1941, they were As. 6 per day. In 1942, on account of the evacuation in the city due to the threat of Japanese bombing, owners reduced the rates to As. 4 per day. Since 1943, the rates have been raised to As. 7 in the case of old vehicles and As. 8 in the case of new ones on the plea of higher costs and repair charges.

The conditions of the upkeep and maintenance of rickshaws are a matter of private oral agreement between the owner and the puller. According to the agreement the owner is responsible for paying the "Vehicle Tax" to the Corporation (Rs. 3 per half year) and the "registration fee" (As. 4 per vehicle per year) to the Police Department, besides meeting all repair charges, which amount to Rs. 18 at present as against half this amount in 1939. The

puller, on his part, undertakes the responsibility for the safe custody of the vehicle and its upkeep in sound running condition and paying the license fee of Rs. 6 per year to the Police Department. He is also required to pay a caution deposit varying from Rs. 2 to Rs. 10, according to his relationship with the rickshaw owner.

It may be noted here that the *Chawdhris* have no responsibility, whatsoever, with regard to the provision of uniform or housing facilities for pullers or of sheds for the parking of their rickshaws. There are, however, cases of some owners who have built tenements for pullers on their private land, or in portions of their own workshops, to provide shelter for the pullers and the vehicles. But in all such cases, I found them charging very high rents for the same.

Defects of the system.—The existing arrangement for public rickshaws suffers from three main defects :—

Firstly, their ownership by a multitude of petty capitalists leads to a great deal of waste and indicates in a general way the disorganised character of this transport service.

Secondly, the hire system leads to irresponsible handling of vehicles by pullers and to much unnecessary and avoidable expenditure by way of repairs.

Thirdly, owners experience considerable difficulties in collecting hire charges.

The unsatisfactory character of the existing system has led to two interesting developments. The first is the case of some owners entrusting the responsibility of collecting the hire charges to middlemen paying them a commission of Rs. 1 per vehicle per month. The second is the case of some owners maintaining their own workshops for the repair of their vehicles, as professional workshop owners charge exorbitant rates, particularly at the time of the registration of vehicles with the Police Department. The necessity of maintaining such a large number of petty workshops provides yet another proof of the inefficient character of the existing system.

Costs of manufacture and replacement.

Unlike Simla, where rickshaws are of luxurious design and are estimated to cost about Rs. 400, the pre-war cost of a public rickshaw in Madras was only Rs. 70 as against the estimated cost of Rs. 250 in 1944, as shown in the following table :—

TABLE XXV.

Serial No.	Items.	1939	1944
		Rs.	Rs.
1	Upholstery	5	15
2	Cushions	5	10
3	Varnish	5	15
4	Wooden parts (wheels and body) ..	20	60
5	Iron parts (Channel, springs, etc.) ..	25	125
6	Rubber tyres	10	25
	Total ..	70	250

During the pre-war period, besides getting the vehicles repainted every year, upholstery, cushions and rubber tyres, the wooden and the iron parts were required to be replaced after one, three and ten years respectively. But, now, in view of the fact that materials are not easily available, the police are not strict and hence the owners continue to use the old parts for double the period

they are meant for (except in the case of the iron parts). Basing the calculations on these facts, the costs of replacement may be worked out as follows :—

TABLE XXVI.

Showing the costs of replacement as in 1939 and 1944.

Serial No.	Items.	1939			1944		
		Rs.	As.	Ps.	Rs.	As.	Ps.
1	Upholstery						
2	Cushions	15	0	0	20	0	0
3	Varnish						
4	Wooden parts (Wheels, body, etc.)	6	10	8	10	0	0
5	Iron parts	2	8	0	12	8	0
6	Rubber tyres	10	0	0	12	8	0
Total		34	2	8	55	0	0

Earnings of Chawdhris.

Making due allowances for depreciation, taxes and petty repairs, the annual net income of a *chawdhri* in respect of a rickshaw works out as follows :—

TABLE XXVII.

		1939			1944		
		Rs.	As.	Ps.	Rs.	As.	Ps.
<i>Gross Income.</i>							
At the rate of 6 annas per day for 300 days. (about 2 months being discounted as idle period).		112	8	0	150	0	0
<i>Deductions.</i>							
(a)	Municipal tax	6	0	0	6	0	0
(b)	Registration	0	4	0	0	4	0
(c)	Depreciation (<i>vide</i> table XXVI)	34	2	8	55	0	0
(d)	Petty repairs	9	0	0	18	0	0
Total Deductions		49	6	8	79	4	0
<i>Net income—</i> (gross income minus deductions)		63	1	4	70	12	0

It is evident that the *chawdhri*'s net income per rickshaw today has increased by Rs. 7|10|8 as compared with 1939.

Hire Rates.

The only important source of income for rickshaw pullers in Madras is their earning by way of fare charges from passengers. Tips are not many and pullers seldom do any regular coolie work during odd hours. The schedule of fare charges is laid down by the Commissioner of Police, Madras, with the previous sanction of the Local Government under section 31 of the Madras Hackney Carriages Act (Act V. of 1911 as amended by Act 1 of 1941).

In recent years, the rates have been revised twice—first in August 1940 and then in December 1943. It can be seen from the following table that the latest revised rate records an increase of 50 per cent. over the rate which obtained in 1940.

TABLE XXVIII.

		1943			1940		
		Rs.	As.	Ps.	Rs.	As.	Ps.
(a)	For first hour	0	9	0	0	6	0
(b)	Each additional hour or part thereof	0	4	6	0	3	0
(c)	Per trip first half mile	0	3	0	0	2	0
(d)	Every subsequent mile	0	1	6	0	1	0
(e)	Stoppage over $\frac{1}{2}$ hour or part thereof	0	3	0	0	2	0

Earnings of pullers.

It is difficult to estimate accurately the earnings of rickshaw pullers in Madras city as there are about 6,000 pullers in all, with varying degrees of 'earning capacity' (some being alert and clever in picking passengers as well as in bargaining about fares and others not so). Moreover, there are 260 'stands' scattered all over the city where conditions of traffic as well as fare charges are of a varying character. The earnings are also irregular and uncertain and no accounts are maintained either by the pullers or by the *chawdhris*. Nevertheless, an attempt has been made to arrive at a fairly reliable estimate, by keeping in view the following facts :—

(1) A large number of pullers on a few 'stands' like those at Egmore, Mount Road and Triplicane were approached directly and were questioned about their earnings. The answers were that, though irregular, their earnings would on an average range from Rs. 1½ to Rs. 2½ per working day. This means that a puller's net earnings (gross earnings minus the hire charges) for a complete month would range from Rs. 30 to 60. As against this, allowance must be made for

- (a) illness,
- (b) slackness of demand on particular days,
- (c) loss of income on days when pullers might stand charged by the police for any contravention of traffic regulations, and
- (d) visits to villages on important occasions like marriages or funeral ceremonies of relatives. Thus, the net monthly earnings of an average puller may stand at Rs. 25 to Rs. 30.

(2) Pullers of private rickshaws receive a remuneration ranging from Rs. 20 to Rs. 30 and, if the earnings of the pullers of public rickshaws were larger, some of them would make an attempt to switch on to the other side.

(3) In an enquiry conducted in 1932 by the Triplicane Sociological Brotherhood, the estimated income of the Madras rickshaw puller has been given as Rs. 12 per mensem. The Sanitary Welfare League of the Servants of India Society, in one of its memoranda presented to the Corporation Special Housing Committee of 1933-34, has pointed out that the minimum earnings of a puller would be Annas 6 per day and that the maximum earnings would be Rs. 1½ per day. Since there has been a 50 per cent. increase in the scheduled rates of fares and a general increase in the rates paid by passengers at present, it is a reasonable estimate to put down the average net earnings of pullers between Rs. 25 and Rs. 30 per mensem.

Supplementary earnings.—There are no extra incomes by way of odd coolie labour or any appreciable earnings from tips. Tips are not common and the income from this source would be about two rupees per month per head.

The advent of the allied military personnel had been a source of increased earnings to pullers on certain 'stands' near the railway stations, hotels and picture houses for some time. Tips were high and the fare was invariably a rupee or more for each trip. But, for one reason or other, the European and American military officers and ranks have become wiser by experience and the fare paid by them to-day is also at par with others. Several pullers earned as much as Rs. 3 to Rs. 5 per day when the Allied troops first came to Madras but this extraordinary phase in the rickshaw trade is fast disappearing.

Housing conditions.

The housing of rickshaw pullers may be treated under two main headings, the first concerning the Telugus and the other the Tamils; and each of these may be considered further under two sub-headings; one relating to those who live with their families in the city and the other to those who live 'single', that is the unmarried as well as the married whose families are left behind in villages.

Telugu Pullers.—Among the Telugu pullers, the unmarried as well as the married who live 'single' in the city live in rented houses in small groups of about 10, 20 or 30. The tenement-rooms rented by them are situated in some of the most heavily congested parts of George Town and lack ventilation, sanitation and amenities such as water and lighting. These tenements generally comprise one small room of about 50 square feet and one verandah, but the number of occupants is disproportionately large. The inmates do not, however, sleep in the open or on the pavements in the city. The common latrines for these tenement rooms being insufficient and stinking, pullers are obliged to use the public latrines nearby or ease themselves even on the roadside. None of the tenements is electrically fitted and the only available lighting is that of a country-made kerosene oil lamp. Repairs to flooring and roofing are seldom carried out by landlords whose main interest lies in the collection of their monthly rents. Four out of the seven tenements visited by me have common water taps but the rest have to depend upon the public taps outside. There is a well in each house but well water is used only for bathing, washing, etc.

Two different arrangements for meals have been made by the pullers in these tenements. In Venketeswaralu Naidu Street, George Town, 10 rickshaw pullers have rented one room wherein they keep their boxes, and pay 9 annas per head per day for three meals cooked and served by a woman who has rented the whole house and has sublet it to a number of other people. In another establishment in the same street, 11 pullers have rented a portion of the house and engage the services of a woman for cooking their meals. The woman and her husband are given free board and lodging. In another house, in the same locality, I found that the woman cook was given Annas 4 per month by every puller in addition to her free board and residence. In the two last mentioned establishments, the expenses of the common mess were calculated every day and divided pro-rata among the members.

The Telugu pullers who live with their families in Madras are mostly *Boyyees*, hailing from the Nizam's Dominions. They live in *cheris* like the Tamil Añi-Dravida pullers and the following description of three *cheris*, situated in Kondithope (George Town), will bring out certain features of their housing conditions.

No. 1, situated at Saravana Mudali Street, Kondithope, consists of 52 small huts, each partitioned off from the other only by palmyra matting. Roofing is of old tin sheets and it is complained that the rooms are very hot during the day, particularly in summer. Moreover, the door-way is so low that one can only enter by squatting. There is only one tap for all these 52 huts containing a total population of 214 persons. The number of latrines (flush-out) is only two. In the premises of the *cheri* is situated a well from which all women draw water and take their bath in the open. There is no bath room either for men or for women. No lighting arrangements exist for the *cheri* as a whole. A few huts possess country-made kerosene lamps, but these are used only during dinner time. The rent is Rs. 2 per hut per mensem.

No. 2, situated at Ratna Mudali Street, Kondithope, consists of 4 tiled rooms, each fetching a rent of Rs. 3 per mensem. There is no latrine or tap for this *cheri*. The nearest public latrine is situated at a distance of one furlong and the nearest public tap is several yards away. The total number of inhabitants in the *cheri* is 22.

No. 3, situated at Ratna Mudali Street, Kondithope, consists of 14 thatched huts, each paying a rent of Rs. 2 per mensem. There is neither a tap

nor a latrine for this *cheri* too and, hence, the occupants have to use the municipal latrine and the public tap situated at a fair distance. As the huts are small, pullers sleep either in the narrow open spaces outside the huts or on the pavements. But, when it rains, they are obliged to take shelter inside the huts. It is to be noted further that some families living in these huts provide accommodation to their friends or relatives as well.

Tamil pullers.—The Tamil pullers who live 'single' in the city are practically "homeless". They neither rent any house themselves nor do they live in the houses of friends or relatives. They sleep on the pavements, bathe under the public taps and eat their meals from vendors of food in the streets. During rainy nights, they take shelter under overbridges or in the open verandahs of some hospitably-minded people, in front of whose houses they might be parking their rickshaws. I have noticed several pullers actually shivering and taking shelter from the rain under the hoods of their own rickshaws.

The Tamil pullers who have their families with them live in *cheris* because of their low social status and the stigma of untouchability. The huts in the *cheris* are built of thatch. In some cases roofing consists of old (kerosene oil) tin sheets. The roofs rest on mud walls of 2 to 4 feet height. The entrance to the hut is not only narrow but also low (about 3 feet) so that one has to creep on his hands and knees to get into the hut. There are no windows or ventilators and hence it is dark and suffocating inside. Since the roofing also is low, one can hardly stand erect inside the hut. Cooking is done in a portion of the hut. Flooring is of hard trampled earth but it is generally uneven and damp, especially in *cheris* situated in the low-lying areas. The general sanitary conditions of the *cheris* are deplorable, as there are no facilities for drainage and conservancy, except in the case of those situated on Government or Corporation land. The following details concerning 4 *cheris* will serve to give a general picture of the housing conditions of the Adī Dravida Tamil pullers living with their families in the city.

No. 1 is situated in Assudin Khan Bahadur First Lane, Triplicane. The site and the 2 rows of 40 thatched huts built thereon belong to an owner of about 30 rickshaws in Triplicane. The number of families living in 20 of these huts as enumerated at the time of the enquiry in September 1944 was 20. The total number of occupants was 61 giving on an average 3.26 souls per family. Each hut measuring about 50 sq. ft. fetches a rent of Rs. 1½ per mensem. There are no lighting arrangements. Even kerosene oil tin lamps were in use only in a few huts. A small narrow drain runs right in the centre of the *cheri*, but it was choked up and emitted a stinking smell. There is only one common latrine for all the 40 families. There is no well or tap and the inhabitants have to take water from the public tap about 20 yards away. The pullers park their vehicles in the open space between the two rows of huts.

No. 2 is also situated in Assudin Khan Bahadur First Lane, Triplicane. The site and the 7 thatched huts built thereon belong to an owner of a dozen *juthas* in the city. The number of occupants in the 7 families which have rented these huts at a monthly rent of Rs. 1¼ per family is 21, giving an average of three persons per family. There are no lighting, latrine, drainage or water facilities. The sides of the lane are used as latrine by the children and the adult members use the public latrine situated at a distance of one furlong. Water is taken from the public tap. The owner of the *cheri* has built stables for his horses just in front of the huts and the *juthas* are also parked there, rendering thereby the premises of the *cheri* extremely insanitary.

No. 3 is situated on the bank of the Cooum on the road leading from the premises of Messrs. Simpson & Co. to the Ripon Buildings. The site has been

assigned by the Madras Corporation to the families inhabiting the locality, who have put up huts at their own expense. They pay a ground rent of Annas 2 per month per hutting ground of 100 sq. feet. The total number of huts, enumerated in November 1944, was 49. Several huts here have a larger floor area but the entrances are all narrow and as low as in the case of the majority of the other huts in the other *cheris* of the city. There is no separate latrine. There are no drainage arrangements in any part of the *cheri* and the middle portion which is on a lower level, is reported by the inhabitants to be flooded not only on rainy days but also when water level rises in the Cooum.

No. 4, known as the Pallakkumanibam *cheri*, is situated in Luz, Mylapore. It consists of 70 thatched huts put up by the families at their own expense. There are 12 rickshaw pullers in this *cheri*. The number of persons enumerated in 14 huts in the centre of the *cheri* was 64, giving on an average 4.6 persons per hut. Portions of three of these huts were sub-let to three families. The land, on which the huts have been built, belongs to a temple but has been leased by a private person, who collects a ground rent of As. 10 per hut per mensem. The *cheri* is somewhat clean as the ground is fairly even and rain water is easily drained off to a nearby pool. The Corporation has provided electric lights in the main street of the *cheri* and a public tap at the entrance to the *cheri* proper.

Welfare activities.

There is no agency, official or non-official, carrying on any specific programme of welfare activities exclusively among the rickshaw pullers of the Madras City, though some pullers, along with their kinsmen as described below, have been and are still being benefited by some of the ameliorative measures undertaken by the Provincial Labour Department and a few private agencies like the Y.M.C.A., the Harijan Seva Sangh, the Social Service League and the Ramakrishna Mission for the uplift of the depressed classes in general.

The Labour Department.—The work of the Labour Department for Harijan uplift in Madras City has been in the following three main directions :—

- (a) the assignment of land for house-sites,
- (b) the grant of loans upto Rs. 30 for each assignee to put up huts, and
- (c) the provision of certain elementary amenities such as water and lighting to the *cheris* situated on government land.

The following extract taken from the Administration Report of the Labour Department for 1941 summarises briefly the work done in the direction of providing amenities in the *cheris* situated on Government land :—

“ The aggregate expenditure incurred on sanitary improvements and construction and repair of school sheds was Rs. 2,23,436. Incidentally it may be stated that out of a large number of *cheris* and slums existing in the city, the Labour Department has been in direct charge of only 17 *cheris* for about the last 10 years. Out of these, 9 have been handed over to the Corporation of Madras during the years 1929 to 1940 after being provided with amenities such as roads, water taps, latrines, etc., at a total cost of Rs. 78,261 leaving during the year under report a balance of only 8 *cheris* ”.

It was not found possible to ascertain the exact number of rickshaw pullers who have been benefited by the assignment of land for house-sites or the grant of loans for putting up huts in all these *cheris*, since there have been, in some cases, changes in ownership of sites and, in others, voluntary removal of persons from one *cheri* to another. But in one of the recent colonies in Egmore

formed by the Labour Department for the benefit of the depressed classes, half a dozen rickshaw pullers have been given land for house-sites and loans through a co-operative society for building their huts.

Private agencies.—Since 1935, the Labour Department has also been subsidising several private agencies like the Y.M.C.A., etc., which are engaged in welfare activities among the depressed classes. It may be noted that almost all these agencies have confined themselves mainly to education (running of adult night schools, 'bhajana', etc.), sanitary improvements and temperance propaganda, as they have only very limited resources of their own.

Concluding remarks.

The ownership of rickshaws by a multitude of petty capitalists indicates the defective organisation of rickshaw transport. The Commissioner of the Madras Corporation puts the case against the proposal for municipal ownership of rickshaws in a highly humorous way : " The odium for this kind of exploitation of human beings had better remain with the *Chawdhris* ". Here is indeed the most convincing argument against any scheme in which the puller cannot be made the owner. But this is not the only direction in which reform is necessary. It is apparent that, if the manufacture of rickshaws is undertaken by a single agency with bulk purchases of materials, standardisation of parts and economy of management, there is bound to be, as admitted by the owners of the existing workshops themselves, a considerable reduction in the cost of the vehicle and its maintenance.

PART III.

CALCUTTA

Brief Retrospect.

The history of rickshaw pulling in Calcutta is rather obscure, though, from the available records, it can be safely gathered that rickshaws were not seen on the streets of Calcutta prior to 1900. It is said that the first few rickshaws imported by some well-to-do Chinese were of Japanese make, and that the first rickshaw-pullers of Calcutta were Chinese.

Rickshaws are first mentioned in the Corporation reports for 1900, their number then being 6. But these vehicles were for the private use of their Chinese owners only. The possibility of utilising them as a public conveyance in a growing city, where distances were great and means of conveyance by no means adequate, attracted the attention of the enterprising Chinese and the credit for popularising this exotic vehicle in Calcutta is thus entirely theirs.

Calcutta was, of course, accustomed to using palanquins all the time, but these were fast going out of fashion by the beginning of the 20th century. Tramways had done their best in relieving the pressing need for cheap public conveyance. The hackney carriages were also on the scene but they were expensive and could hardly negotiate the narrow lanes of the city. The stage was thus set for something to replace the palanquin and at the same time bring within the easy reach of the man-in-the-street a cheap means of conveyance. The Chinese experiment with the rickshaws caught the public eye and, visualising their possibilities from 1913-14 onwards, the Chinese began to place a number of rickshaws on the roads for hire. The pullers were still Chinese, and, though the rickshaws found a ready market, the business remained for some years more almost exclusively in the hands of the Chinese.

It appears that Indian rickshaw pullers were negligible in number up to 1915 probably due to their reluctance to work under the Chinese owners, and, to a smaller extent, to the scorn and jeers that fell to the lot of the pullers in those early days, provoked by the novelty of their calling. During the first few years, it was not uncommon to find a rickshaw surrounded by an inquisitive crowd and street urchins shouting after the puller *baghair dum ka ghora* (horse without a tail).

In 1917, an enterprising Bengalee invested some money in the business, which was till then monopolised by the Chinese. Several other Indians followed suit so much so that by 1920 all the Chinese were ousted from the business.

Petrol rationing has at present greatly augmented the demand for rickshaws which have become a popular means of conveyance, particularly among the personnel of the fighting forces.

Employment.

From the data given in the following table, it can be seen that there has been a phenomenal increase in the number of rickshaws from 1920 to 1935, with a remarkable steadiness thereafter and that the fluctuations in the number of pullers have been in direct proportion to the number of rickshaws. For example, there were 1,196 pullers to 612 rickshaws or about two pullers per rickshaw in 1920. This proportion dropped almost to 1 : 1 in 1925. In the quinquennium ending 1935, the number of pullers was about three times the number of rickshaws. Thereafter the number of pullers has gone on steadily increasing till in 1944 it was five times the number of rickshaws.

TABLE XXIX.

Year								No. of rickshaws	No. of licensed pullers
1920	..	..	..	..	..	..	..	612	1,196
1925	..	..	..	..	..	..	..	2,021	2,390
1930	..	..	..	..	..	..	..	2,284	5,878
1935	..	..	..	..	..	..	..	5,841	17,099
1936	..	..	..	..	..	..	..	5,801	17,085
1937	..	..	..	..	..	..	..	5,807	18,428
1938	..	..	..	..	..	..	..	5,776	19,560
1939	..	..	..	..	..	..	..	5,752	21,290
1940	..	..	..	..	..	..	..	5,757	24,675
1941	..	..	..	..	..	..	..	5,881	26,396
1942	..	..	..	..	..	..	..	5,801	26,022
1943	..	..	..	..	..	..	..	5,766	25,574
1944	..	..	..	..	..	..	..	6,000	30,000

The rickshaws, that were first imported from Japan by the Chinese, were two seaters and, except for two brief and unsuccessful experiments in 1933 and 1937, they have always remained so. In 1933, an attempt was made to import single seater rickshaw from Japan and 8 rickshaws of the type were registered as public vehicles. But the public did not take kindly to them and they consequently disappeared from the market. In 1937, a second attempt was made but this too failed rather dismally. The reason for the failure is that a two-seater is cheaper than a single-seater.

A rival to jin-rickshaw is the cycle rickshaw. It is widely in use in the suburbs of Calcutta and practically all over the province. An attempt was

made to introduce it in Calcutta in 1943, but the Commissioner of Police did not permit it as it was likely to increase road accidents. A strong bid for cycle rickshaws may probably be made at the end of the war after the withdrawal of the military vehicles from public roads. It may be noted that, wherever the cycle rickshaws have been introduced, they have driven the jin rickshaws out of the market.

Price of a rickshaw.—The selling price of a Japanese rickshaw in Calcutta in 1916-17 ranged between Rs. 275 and Rs. 350 though the cost price in Japan was reported to have been only Rs. 75. Before the outbreak of the present war, it was about Rs. 175.

On the basis of an examination of 20 owners, it was found that the average price of an Indian rickshaw in pre-war days was Rs. 85 and the present price is about Rs. 250. The figures supplied by the All Bengal Rickshaw Union for 1939 and 1944 are Rs. 70 to Rs. 90 and Rs. 200 respectively. The cost of repairs of a rickshaw according to owners and *sirdars* questioned by my investigators is Rs. 10 to Rs. 15 per month. A rickshaw is thoroughly repaired and repainted once a year before being presented for renewal of registration.

Classification of rickshaw-owners.—There are at present about 750 rickshaw-owners in the city, owning among themselves 6,000 rickshaws. Of these, 575 owners have formed the All Bengal Rickshaw Union which was registered in 1939. Among them are some who own as many as 90 to 125 rickshaws each. Though no accurate statistics are available, the table below shows the approximate distribution of rickshaws in the possession of these 750 owners :—

TABLE XXX.

Classification of owners						No. of rickshaws owned.	Estimated num- ber of owners in each class.
Very small owners	..	..	..	..	..	1 to 10	300
Small owners	..	..	..	..	..	11 to 25	220
Medium owners	..	..	..	..	..	26 to 75	200
Big owners	..	..	..	..	..	76 and above	30
						Total	750

There is a very limited number of Bengalese in the rickshaw trade. A majority of the owners are from Bihar and U.P. Among them, they own almost 85 per cent. of the total number of rickshaws. Some of the owners were originally police constables in the city of Calcutta. Among the very small owners owning less than 10 rickshaws, there are a few who were originally pullers.

Sources of labour supply.—The Bengalis have not taken kindly to rickshaw pulling. That it is not wholly due to fear of hard work will be borne out by the fact that a very large number of planquin-bearers of Calcutta were Bengalis. There were not more than 20 Bengali rickshaw pullers in Calcutta up to 1939. The Japanese bombing of Calcutta in December 1942 resulted in the exodus of a large number of up-country pullers. It was then that some of the Bengali owners brought down pullers from their native villages. Their

number was not large, nor did they show any inclination to stay. The famine of 1943 drove the landless Bengal agriculturists from the villages to the cities in search of employment, and it seems that, since then, the number of Bengali pullers has been steadily on the increase. But, even to-day, Bengali pullers, most of whom hail from Midnapore, form a very small percentage of the total number of registered pullers.

The majority of the pullers are from some well-defined zones of Bihar and U. P. For example, 96 per cent. of the Bihar pullers come from the districts of Darbhanga, Chapra, Motihari, Arrah, Bhagalpore and Hazaribagh while the Orissa pullers belong to Cuttack. It is possible to further localise their places of origin and show that they are not even drawn from all over these districts but from particular villages of these districts. The reasons for this are :—

(a) *Communal messing*.—The new hands who are brought by the old and trusted pullers of the rickshaw owners find themselves at home when they arrive in Calcutta. They form a common mess with their old friends and share the expenses of food and house rent. This is one of the reasons for overcrowding in *khatahs*. The new pullers naturally like to stay with their co-villagers even when the room or rooms rented by the latter are small. They prefer to sleep out at night on pavements, rather than give up the association of their old comrades. Thus placed together, they do the cooking by turn and help one another in time of need.

(b) The second reason is the aversion of the owners to entrust their rickshaws to new comers unless old pullers stand as guarantors for their good conduct. How important this is will be evident when it is remembered that the cost of repairs of the rickshaw is borne by the employers and, also normally, the fines for petty cases such as for breach of traffic rules, etc. Another point is that though rickshaw pulling can be called 'unskilled' in character, the pullers must possess some road sense and know the rudiments of the various traffic rules. Hence the new comers as a rule attach themselves to the older pullers.

My staff examined 500 pullers in the course of the inquiry and the data relating to their religion and domicile are given below :—

Religion and Domicile.

TABLE XXXI.

Communities	Frequencies				Percentage to total.			
	Bengal	Bihar	U.P.	Total	Bengal	Bihar	U.P.	Total.
Caste Hindus	1	75	5	81	0.2	15.0	1.0	16.2
Scheduled Castes	4	267	9	280	0.8	53.4	1.8	56.0
Muslims	9	128	2	129	1.8	25.6	0.4	27.8
Total ..	14	470	16	500	2.8	94.0	3.2	100.0

The following table gives further details of the places of origin and the

age-distribution of pullers who are the so-called members of the All Bengal Rickshaw Union :—

TABLE XXXII.

Showing the places of origin of pullers.

(Figures within brackets indicate percentages to the total).

Places	Years.				
	1939	1940	1941	1942	1943
BIHAR					
Bhagalpur	45 (4.4)	439 (4.7)	148 (4.0)	201 (2.7)	119 (3.1)
Darbhanga	153 (15.0)	2,021 (21.5)	794 (21.6)	1,462 (19.7)	590 (15.3)
Gaya	158 (15.5)	1,041 (11.1)	550 (15.0)	1,071 (14.4)	658 (17.1)
Hazaribagh	86 (8.4)	1,025 (10.9)	352 (9.6)	919 (12.4)	526 (13.6)
Monghyr	93 (9.1)	964 (10.3)	371 (10.1)	775 (10.4)	232 (6.0)
Motihari	70 (6.9)	524 (5.6)	169 (4.6)	703 (9.5)	227 (5.9)
Muzaffarpur	211 (20.7)	1,818 (19.3)	799 (21.7)	1,614 (21.7)	1,156 (30.0)
Other Districts	25 (2.5)	160 (1.7)	76 (2.1)	84 (1.1)	101 (2.6)
Total for Bihar	841 (82.5)	7,992 (85.0)	3,259 (88.6)	6,829 (92.0)	3,609 (93.6)
OTHER PROVINCES					
U.P.	91 (8.9)	988 (10.5)	205 (5.6)	310 (4.2)	171 (4.5)
C.P.	..	..	5 (0.01)	1 (0.01)	..
Orissa	14 (1.4)	54 (0.6)	5 (.01)	57 (0.8)	11 (0.3)
Bengal	26 (2.6)	172 (1.8)	124 (3.4)	114 (1.5)	35 (0.9)
Other Provinces	47 (4.6)	195 (2.1)	80 (2.2)	112 (1.5)	28 (0.7)
Total for all provinces	1,019	9,401	3,678	7,423	3,854

TABLE XXXIII.

Showing age-distribution.

(Figures within brackets indicate percentages to the total).

Age-Groups	Years.				
	1939	1940	1941	1942	1943
15—20	209 (20.5)	1,219 (13.0)	616 (16.7)	950 (12.8)	611 (15.9)
21—25	418 (41.1)	2,186 (23.3)	754 (20.5)	1,203 (16.2)	844 (21.9)
26—30	253 (24.8)	3,299 (35.1)	1,444 (39.3)	3,039 (41.07)	1,407 (36.5)
31—35	88 (8.6)	1,280 (13.6)	440 (12.0)	1,173 (15.8)	517 (13.4)
36—40	49 (4.8)	447 (4.7)	187 (5.1)	322 (4.3)	148 (3.8)
41—45	..	808 (8.6)	154 (4.2)	493 (6.6)	147 (3.8)
46 and above	2 (0.2)	162 (1.7)	83 (2.2)	243 (3.3)	183 (4.7)
Total	1,019	9,401	3,678	7,423	3,857
	100.0	100.0	100.0	100.0	100.0

Period of regular employment.—The rickshaw pullers are drawn from land and are agriculturists at heart. On the basis of information supplied by the 500 sampled pullers, it was found that pullers do not generally work for more than 7 months in a year. This is evident from the data given in the following tables :—

TABLE XXXIV.
Showing period of regular employment.

Period	No. of samples	Percentage to total.
0—2 months	13	2·6
2 to 4 months	25	5·0
4 to 6 "	96	19·2
6 to 8 "	149	29·8
8 to 9 "	89	17·8
9 to 10 "	87	17·4
10 to 11 "	38	7·6
One year ..	3	0·6
	500	100·0

My enquiry reveals that, in certain families where there are two or more able-bodied persons, one member is sent out to Calcutta in search of work, while the others stay behind and look after the land. During sowing and harvesting, when extra help is needed for agricultural work, pullers go back home. But they may as well go for other reasons. This break from the long, tiresome and irregular hours of work and uncertain meal hours enable the pullers to recoup their health, even though they have to contribute their quota of labour on the fields.

Some of the factory workers also hold licenses for pulling rickshaws. The All Bengal Rickshaw Union admitted that some of their puller members were factory workers first and rickshaw pullers afterwards*. It is indeed surprising that some sweepers and street-lighters of the Calcutta Corporation should also work as pullers; the former as night pullers and the latter as day pullers. Factory workers generally pull rickshaws for two days during the week (Saturdays and Sundays) when regular pullers take a day or two off. Some factory labourers were found working as night pullers too. This shows incidentally that the rickshaw puller today earns more than other classes of workers.

Registration of pullers.

Under the Calcutta Hackney Carriage Act, all pullers are registered, the fee for the licence† being 4 Annas per year and renewal fee 2 Annas. The

* In this connection it has to be mentioned that the manager of one of the jute mills reported to my investigating staff that he had noticed some of the workers of his mill absenting themselves and working as pullers.

† The license issued to the pullers is called Rickshaw Bearer's License. This is because in the earlier days no distinction was made between the palanquin bearers and the rickshaw pullers, when they were both shown in the Corporation Registers under one class as "Bearers". Though the palanquins decreased in number steadily till they disappeared completely in 1927, this nomenclature has continued and the rickshaw puller's license is still known as Rickshaw Bearer's License.

license issued is valid only for one year and should be renewed within 7 days from the date of expiry. If it is not renewed within that period, the defaulters are sent up for trial and are liable to a fine which varies between Re. 1 and Rs. 4. It is the liability of the owners to produce pullers in question before the court and this in itself is the guarantee for the payment of fine imposed.

The procedure for obtaining a Rickshaw Bearer's license was at one time long-drawn-out, cumbersome and expensive and entailed a delay of almost two months. In the meantime, the applicants had to remain unemployed incurring debts to meet their day-to-day expenses or to do whatever odd jobs came in their way. It is alleged both by pullers and owners that, though the actual license fee was only 4 annas, a puller had to spend Rs. 8|12 in respect of various items of expenditure as shown below :—

			Rs.	As.	Ps.
1. Petition writer	..	..	0	8	0
2. Photo	..	..	1	0	0
3. Police Enquiry (Local)	..	..	2	0	0
4. Expenses at Hackney Carriage Office	..	..	1	0	0
5. Village Enquiry	..	..	3	0	0
6. Arrangement for expeditious issue of license from Hackney Carriage Office	..	..	1	0	0
7. License Fee	..	..	0	4	0
Total			8	12	0

Temporary Licenses.—This was the state of affairs until September 1939 when the facility for issuing what is now termed as temporary license was granted to the All Bengal Rickshaw Union at the instance of the then Labour Minister, Mr. H. S. Suhrawardy. The Union offers this facility to pullers of its owner-members only. It claims to have 575 owner-members out of about 750 and all the big and medium owners are its members. It follows that a good majority of the pullers actually enjoy the facility of which the Union has been made the sole custodian. It may be noted that there are 175 owners, who are not members of this Union and are therefore denied this privilege. The privilege is also withheld from the Calcutta Rickshaw Mazdoor Union, which is a *bona fide* workers' union, duly registered with the Government. One fails to understand why the Owners' Union and the Workers' Union referred to above should not have been placed at par in this respect.

Under the present system, an intending puller approaches the All-Bengal Rickshaw Union with a letter from the rickshaw owner. He deposits Rs. 2|8|— which, according to the Union, are accounted for as under :—

			Rs.	As.	Ps.
Cost of photos (3 copies)	..	..	0	7	0
R. B. License fee	..	..	0	4	0
Puller's yearly subscription	..	..	0	2	0
Donation from puller	..	..	1	11	0
Total			2	8	0

It should be remembered that the All-Bengal Rickshaw Union is, to all intents and purposes, a union of owners and not of pullers. By a payment of 2 annas a puller is supposed to become a member of the union, though he does not exercise any power in its deliberations. In addition, he pays a donation of Rs. 1/11/-. This fact was brought to the notice of the Deputy Commissioner of Police (Traffic) and I now understand that the total sum payable for a license has been brought down to Rs. 2/3/-. My objection, however, stands and an enquiry in regard to the legitimacy of the charges appears necessary.

As soon as the application is made to the Union office for the temporary license and the required sum of money is paid, the Motor Vehicle Department is moved and the temporary license is issued through the good offices of the Union in the course of a day. This temporary license is valid for periods varying from 1 to 3 months according to the time that is needed for completing the police enquiries in the villages. The *Hulia* or 'description form' is then sent to the rickshaw union office for local enquiry. The Union has appointed five inspectors for this purpose. This is a distinct improvement on the old procedure of enquiry through the local *thanas*, which involved delay and could also be used as a profitable weapon for exacting bribes by any unscrupulous police officer. The form is then returned to the Hackney Carriage Branch within 3 days with suitable remarks on the basis of the report by the Secretary of the Union. The *Hulia* form is sent later for enquiry by the Superintendent of Police of the district from which the pullers come. It is said that the enquiry in the villages takes less time now than it used to do before. The same holds good in respect of the renewal of licenses which does not usually take more than a day.

After the Japanese bombing of Calcutta in 1942, the Union succeeded, on the plea of shortage of labour, in persuading the licensing authorities to relax the rules regarding renewal of license and permit the pullers to renew it within two months of its expiry. It seems that the relaxation granted in the matter as an emergency measure has come to stay. This has afforded considerable relief to the workers.

It is true that the Union has removed the difficulties of pullers in the matter of obtaining and renewing their licenses and reducing the expenses on that score. This privilege should, however, be extended to the non-union owners and the genuine Workers' Union (Mazdoor Sabha) unless, of course, the Government can point out anything obnoxious in their case.

An analysis of the length of the period of the license held by the 500 pullers examined in the course of this enquiry is given below :—

TABLE XXXV.

Period	No. of samples	Percentage to total
0—6 months	154	30.8
6 months—1 year	58	11.6
1 year—2 years	50	10.0
2 years—3 "	27	5.4
3 years—4 "	36	7.2
4 years—5 "	29	5.8
5 years—10 "	73	14.6
10 years and above	71	14.2
*Without License	2	0.4

* The presence of unlicensed pullers will be commented upon later under "sub-letting".

Sirdars.

In some of the big and medium *khatahs*, Supervisors (*Sirdars*) have been employed by the owners to be in charge of the distribution of rickshaws and the collection of hire money called *Jamma*. Usually, the old and reliable pullers are entrusted with this job and are paid monthly wages ranging from Rs. 45 to Rs. 60 without board, and Rs. 30 to Rs. 45 with board. The necessity for *sirdars* arose because :—

(i) Some of the owners have as many as 100 rickshaws and it is not possible for them to attend to their distribution and the collection of hire money, etc.

(ii) Some of the owners are engaged in other occupations and treat rickshaw business as a mere side show.

According to the owners, the *sirdar* discharges the following functions :—

1. He is expected to watch the private character of a puller living in his *khatah*.

2. He distributes the rickshaws in the morning and in the afternoon.

3. He collects *Jamma* from the pullers.

4. He is required to inspect every rickshaw before it is actually taken out of the garage and to see that it is absolutely in order.

5. He inspects the license of every puller to whom the rickshaw is let out on hire and maintains a register for this purpose.

6. In case a puller is taken into custody by the police for any offence, the *Sirdar*, on receipt of such information, appears at the *thana*, arranges for his bail and appears with him before the court the following day.

7. In the event of an accident, the *Sirdar* visits the place of occurrence and renders the necessary help.

8. He attends to petty repairs, such as correcting the alignment of the wheels, greasing of wheels, etc.

Occasional complaints are made by pullers of *Zulum* on the part of the *sirdars*. The usual complaint centres round the distribution of rickshaws and the charges of favouritism and corruption connected with it. On enquiry, it was found that, though the *sirdars* are not above suspicion, they generally exercise their powers with discretion. An important fact about rickshaw pulling in Calcutta is that the cost of all repairs and replacements is borne by owners. It is natural therefore for *sirdars* to distinguish between good and bad pullers in the allotment of rickshaws. Owners questioned have stated that, in cases where complaints of acceptance of bribes on the part of *sirdars* are received, enquiries are made and that the services of guilty persons are dispensed with.

An unscrupulous *sirdar* can of course exercise his petty authority in two ways :—

(i) if the puller fails to return the rickshaw in time, the *sirdar* may extort small amounts as bribes,

(ii) the *sirdar* may demand some hush money from the pullers by agreeing not to report to the owner damages done to the rickshaw, due to negligent handling. The usual bribe, I understand, is not more than a packet of *bidis* or cigarettes. A large number of pullers belonging to Bhowanipur have stated that they have, as a matter of practice, to give *salami* of Re. 1 to the *sirdar* on return from home leave before they can expect to take out rickshaw again.

Jamma.

Jamma is the payment that a puller has to make to the owner of a rickshaw for purpose of plying it for hire. It is customary to deposit the *Jamma*

at the end of the shift when the rickshaw is returned to the *Sirdar*. The day is split up into two unequal parts or shifts. The day shift of 10 hours begins at 6 a.m. and ends at 4 p.m. and the night shift of 14 hours begins at 4 p.m. and ends at 6 a.m. Though the two shifts are of unequal length, *jamma* for both is the same. There has been a steady increase in the *jamma* from 1920 onwards till perhaps the peak figure has been reached at present. The reason assigned by pullers for this increase is the increased popularity of rickshaws, but owners assign it to increased cost of maintenance and repairs. What is specially surprising is the absence of any uniformity in rates even among the owners belonging to the All Bengal Rickshaw Union. For example, the rate of *jamma* is the highest in Central Calcutta and the lowest on the outskirts of the city. This will be borne out from the table of *jamma* rates given below :—

TABLE XXXVI.

Area.	Average rate of <i>Jamma</i> per rickshaw.				Rs.
Central Calcutta	..	..	..	..	1.38
Entally	..	..	..	..	1.15
Beliaghata	..	..	..	..	1.13
Shambazar	..	..	..	..	1.03
Bhowanipur	..	..	..	..	1.02
Ballygunge	..	..	..	..	0.97
Kidderpore	..	..	..	..	0.93
Howrah	..	..	..	..	0.64

It is obvious that the rate of *jamma* is dependent on the composition and density of the population of a locality where a rickshaw is expected to ply, as also on the popularity of the rickshaws and the earnings of pullers. Owners and pullers questioned admitted an increase of at least 100 per cent. in the *Jamma* rates in 1944 as compared with 1939.

Another interesting feature is that the *jamma* of a rickshaw depends on its age. For the first three to four months, a new rickshaw will be let out at Rs. 1|8/- per shift. For the next three or four months, the rate will be reduced to Rs. 1|6/- or even Rs. 1|4/- per shift and for the subsequent three months or so, it may be reduced further to 14 annas to a rupee per shift. It is also usual to withdraw a rickshaw from the streets for periods varying from 15 days to a month for repairs. This is usually done a month before the date of the renewal of registration. The rickshaw is then garaged, repaired and painted. After registration, the rickshaw will be let out on hire at the normal rates, i.e., the rates charged immediately prior to being garaged.

It has been mentioned earlier in the report that the cost of repairs is the liability of owners. It is also customary for owners to defend their pullers in case they are prosecuted for breaches of traffic rules and to pay fines imposed by courts. Over and above this, there also remains the responsibility for general supervision. In view of all this, big and medium owners find it profitable to hire out their rickshaws to other people on a monthly basis. The rates of hire per rickshaw varied from locality to locality from Rs. 15 to Rs. 25 per month in pre-war days. From the moment a rickshaw is thus let out, the liability of the original owner ceases and all expenses referred to above are borne by the second party. The system is obviously advantageous for the owners as it ensures them a secure and steady income without any responsibility. It was widely prevalent in 1939 but the increased returns of to-day have greatly checked it.

There are four classes of persons to whom the owner hires out his rickshaw on a monthly or yearly basis. They are in order of preference as follows :—

(1) Small owners who have more pullers on hand than they can provide for.

(2) *Sirdars* of the garage, as a sort of patronage ; but rickshaws let out to them, are not allowed to be kept in the owners' garage.

(3) Such of the pullers as have worked for some years with the owner ; in which case, too, the rickshaws are not allowed to be kept in the owners' garage.

(4) Outsiders, recommended by persons known to the owners.

Of the last class of persons, one interesting case came to notice during the enquiry. One of the big owners, a lady, owning 110 rickshaws, finds it difficult to manage such a large fleet even through the agency of *sirdars*. She has consequently been compelled to let out her rickshaws to *Mohalla Sirdars* at the rate of Rs. 20 to Rs. 25 per month per rickshaw on an annual settlement. These *sirdars*, again, hire out rickshaws to pullers at *Jamma* rates varying from Rs. 1|4/- to Rs. 1|8/- per shift. The pullers working for *Mohalla sirdars* are, however, treated by the Union and the police as pullers in the service of the original owner though actually the owner has relieved herself of all responsibility by letting out all her rickshaws. It is said that, in cases of this nature, the original owner is officially responsible for the conduct of the pullers and summons from the court are served on him, though the fines imposed for offences are paid by the second party.

Subletting by Pullers.—Subletting by pullers is of two types :—

(i) Pullers may be authorised by owners to sublet rickshaws, in which case they have to find their own garages and the original pullers then act as owners.

(ii) In the second case, which is more prevalent, the pullers sublet the rickshaws to other pullers without the knowledge of the owners.

Various reports received from the owners and the pullers go to show that a puller does not actually work for more than 6 hours in a shift. In some cases, where he has earned enough for the day within a short time, he lets out the rickshaw to another puller for a reduced *jamma*. Sometimes, a puller may suddenly fall ill and sublet his rickshaw to another person, the actual amount of *jamma* depending on bargaining between them.

It is reported that this practice is much more prevalent among the 'night' pullers than among the 'day' pullers. As the 'night' pullers, as a rule, earn more than the 'day' pullers, it is possible for them to make a good collection within a few hours and sublet the rickshaw for the remaining part of the shift. Mention has already been made in this report that there is a fairly large number of pullers who work on a part-time basis. It is generally this class that is found very handy for such clandestine employment. This is borne out by the fact that, out of 500 pullers questioned, there were at least two who did not possess any license. As this makes the owner, the original puller to whom the rickshaw was made over by the *khatal*, and the unlicensed puller, all liable to fine and/or imprisonment, the fear of punishment acts as a deterrent against any wide prevalence of this practice.

Fire Charges.

Under the Hackney Carriage Act, rates of fare were fixed by the Police in 1919 when the registration of the rickshaws was first taken over by that Department. In actual practice, however, hire rates have been usually decided by mutual bargaining and have been higher than those shown on the Fare Plate.

Of late, there have arisen a number of disputes on this point between the military personnel passengers and pullers. Some of these passengers insisted on paying the pullers at the rates shown on the Fare Plate while pullers looked upon it as sheer injustice (*zulum*). On the representation of the pullers, a Committee was formed to enquire into the matter, and the following rates have now been sanctioned :—

			Rs.	AS.	PS.
1. Per mile or part thereof :	..	..	0	3	0
2. Per hour or part thereof :	..	..	0	8	0
3. Every hour or part of an hour beyond the first hour :	..	..	0	4	0

Literacy.

Of the 500 samples selected at random from various parts of the city, 450 or 90 per cent. of the pullers were found to be illiterate.

Habits.

With rickshaw pullers, who are mostly upcountry men, tobacco in the form of *Khamee* is the most common habit. They also smoke *bidis* and *hooka*. The latter is more popular among the Muslim pullers. A fair number of pullers, especially those who are Chamars by caste, have been found to be *Ganja* smokers. This class also drink toddy and other kinds of country liquors.

Age—Distribution.

Though the Hackney Carriage Act prescribes the minimum age of 18 for rickshaw pulling, some cases of under-aged pullers attracted notice. The following table shows the age-distribution of 500 pullers questioned by my investigators :—

TABLE XXXVII.

Age groups (in years)	No. of pullers.	Percentage to total.
15—20	25	5.0
21—25	76	15.2
26—30	155	31.0
31—35	109	21.8
36—40	78	15.6
41—45	34	6.8
46—50	17	3.4
51 and above	6	1.2
Total	500	100.0

It is essential in the interest of the pullers that a maximum age-limit should be fixed. In my opinion, it should not exceed 45 in view of the exacting nature of the work.

Marital condition.

Of the 500 pullers examined, 478 were married and 22 unmarried. Except in the case of local pullers, the rest live away from their families for periods varying from 6 to 8 months. This is perhaps the most fruitful cause of the spread of venereal diseases among pullers. The doctor employed by the All Bengal Rickshaw Union stated that a fair number of such cases came to him for treatment, generally in the secondary stage of infection. Illiteracy, a sense of guilt and shame and a predilection in favour of country medicines, which are advertised as capable of effecting miraculous cures within an incredibly short time, are the principal reasons why these people keep away from qualified doctors. One remedy for this would be the enlarged provision of suitable family

quarters for pullers. But there is one difficulty in their way. There is no certainty about their income and normally they cannot work for more than 5 or 6 months in a year. In such circumstances, pullers are not likely to be willing to bring their families down to their place of work unless and until they are assured of a regular monthly income throughout the year.

Health.

An enquiry into the health of these 500 samples was contemplated, and the Executive Officer of the local Corporation very kindly agreed to place the services of a few municipal doctors at my disposal. The idea had, however, to be abandoned in view of the opposition of the All Bengal Rickshaw Union. They were unnecessarily alarmed and, as it was felt that they might pass their unfounded suspicions on to the pullers, the proposal was dropped.

Earnings.

Family budgets giving a summary of income and expenditure were obtained from 500 rickshaw pullers in Calcutta. The table below shows the average gross and net weekly earnings respectively of a rickshaw puller from different sources (gross earnings include the *jamma amount*) :—

TABLE XXXVIII.

A			B		
Gross earnings (weekly).			Net earnings (weekly).		
Sources.	Per capita income in Rs.	Percentage to total.	Sources.	Per capita income in Rs.	Percentage to total.
Rickshaw-pulling	.. 18.61	99.20	Rickshaw-pulling	.. 11.10	98.67
Other sources	.. 0.15	0.80	Other sources	.. 0.15	1.33
Total	.. 18.76	100.00	Total	.. 11.25	100.00

It is clear from these figures that almost the whole of the puller's income i.e., about 99 per cent., is obtained from rickshaw pulling alone, while income from other sources like subletting, subsidiary occupation, etc., is negligible and does not amount to 1 per cent. on an average. The fact is that 6 to 8 hours' pulling imposes too heavy a strain on the puller and this prevents him from taking to any other subsidiary job even when it is less strenuous. Another explanation is that, owing to the presence of a large military personnel, who have taken a regular rickshaw-riding, pulling has become a very lucrative source of income and, consequently, the temptation to take to other subsidiary occupations as in pre-war times does not arise.

From the table referred to above, it is seen that the net weekly earning of a puller from pulling alone now amounts to Rs. 11.10. In some cases, it has been found that the daily net income of a puller from pulling varies from Rs. 2 to Rs. 5. Though no comparative figures were available, it has been reported that the present income from night pulling is considerably higher than that during the day. This is explained by the fact that the demand for rickshaws is greater at night than during the day, partly because of the early stoppage of buses and trams owing to the prevailing emergent situation and partly because of the large army personnel who attend restaurants, hotels, cinemas and places of amusements at night.

The income of a rickshaw puller fluctuates from day to day and from season to season. In this respect he closely resembles an agriculturist whose income is proverbially unstable being dependent on the vagaries of nature. It was reported by pullers that their daily earnings are considerably higher during the rains than in the other seasons.

Clothing.

In the majority of cases, it was found that the clothing of a puller consists of a *gamcha*, one *ganzi* and one *dhoti*, the *gamcha* being utilized as a *dhoti* when he is indoors. This is enough to show that an average puller is ill-clad throughout the year and as such the rains and the winter are the worst seasons for him when he cannot adequately protect himself. Pullers employed by the Calcutta Corporation are provided with free khaki uniforms and a blanket and a rain coat during the winter and the rainy season respectively. Pullers of public rickshaws in Calcutta lack this essential equipment for outdoor work in all seasons and not a single case was found where this has been supplied even at a nominal cost by any of the big owners. I suggest that, even if uniforms are not supplied regularly to the pullers, the supply of blankets and raincoats should be made obligatory on owners at the time of the registration of their rickshaws. Another problem which should receive sympathetic consideration is the supply of canvas shoes to pullers in summer when it becomes exceedingly difficult for them to ply rickshaws barefooted on the intensely heated tar-macadam roads of the city.

Dependants.

The majority of pullers have a large number of dependants, ranging from 3 to 8. Pullers having as many as 10 or more dependants were also found in the course of the enquiry. This is shown by the table below which gives the number and percentage of pullers according to the number of their dependants :—

TABLE XXXIX.
Showing the number of dependants.

No. of dependants.	No. of pullers.	Percentage to total.
Up to 2	118	23·6
3 to 5	269	53·8
6 to 8	84	16·8
9 to 10	17	3·4
11 and above	12	2·4
Total	500	100·0

Indebtedness.

My enquiry reveals that 270, out of the 500 sampled pullers (i.e., about 54 per cent.), were indebted with a average debt of Rs. 119·94. The following table shows the frequency distribution of the rates of interest and the average amount of debt per head under each group of interest rates.

TABLE XL.

Rate of interest per cent. per annum.	No. of debtors.	Percentage to total debtors.	Average amount of debt per head.
1	2	3	4
Rs.			Rs.
Up to 24	116	42·96	109·97
24 to 48	98	36·30	149·89
48 to 72	6	2·22	100·69
72 to 96	40	14·82	75·09
96 to 120	3	1·11	123·33
120 to 144	2	0·74	67·53
Above 144	5	1·85	165·00
Total	270	100·00	119·94

Most of these debtor-pullers have been compelled to migrate to the city and take to rickshaw pulling because of the inadequacy of their village income and their consequential incapacity to support themselves and their dependants. This is brought out by the following table which shows how the percentage of indebted pullers has gone on increasing with the rise in the number of dependants :—

TABLE XLI.

No. of dependants.	No. of debtors.	Percentage to total debtors.	Average amount of <i>Principal</i> per head.
			Rs.
0	5	15.56	111.20
1	14		87.90
2	23		151.85
3	55	82.22	111.25
4	58		96.83
5	47		154.93
6—10	62		87.35
Above 10	6	2.22	104.38
Total	270	100.00	113.21

It will be noticed from this table that about 16 per cent. of the debtors had up to two dependants, 82 per cent. as many as 3 to 10 and about 2 per cent. more than even 10.

Sources of Loan—Loans are generally of two types :—

(i) Emergent expenses of an irregular character for such purposes as marriages, sickness, death of relatives, etc., are usually met by raising large scale loans from professional money-lenders of the village. These loans generally have moderate rates of interest and easy terms of repayment.

(ii) On the other hand, the necessity for supplementing income to meet day-to-day needs brings into vogue a series of short-term small scale borrowings ranging from purchase of articles required from known shops near their *bustees* on credit, to borrowing from friends and relatives, from jobbers as well as from petty money-lenders including the ubiquitous *Pathan*. Prospects of immediate relief, coupled probably with vain hopes of a suitable adjustment of the budget in the following month, compel the pullers to resort to short term borrowing in spite of its well-known dangers. Sometimes, it must be conceded that this becomes unavoidable. Borrowing of large amounts of money, more often than not, requires mortgages backed up by tangible security, but the small creditors require no security other than that of their own capacity to realise what they consider to be an equitable return for the money lent.

The sources from where pullers obtain loans are shown in the following table :

TABLE XLII.

Purposes. 1	Malujan.* 2			Friends & Relatives. 3			Employers and Striders. 4			Pathan. 5			Total. 6
	No. of borrow- ers.	Average amount of principal per borrow- er.	Average rate of interest percent. per annum.	Number of borrow- ers.	Average amount of principal per borrow- er.	Average rate of interest percent. per annum.	Number of borrow- ers.	Average amount of principal per borrow- er.	Average rate of interest percent. per annum.	Number of borrow- ers.	% of each category to the total number of borrow- ers.		
Marriage ..	58	(Rs.) 203.11	38.5	8	(Rs.) 80.50	16.9	7	(Rs.) 138.75	10.8	Nil	Nil	73	27.0
Sickness ..	12	80.39	39.8	11	58.94	5.3	4	68.75	9.4	Nil	Nil	27	10.0
Death ..	7	102.22	22.9	1	40.00	Nil	Nil	Nil	8.6	Nil	Nil	8	3.0
Insufficiency of earnings.	88	88.79	46.8	26.	49.70	8.70	17	43.13	9.0	Nil	Nil	131	48.5
Miscellaneous ..	21	141.00	36.2	4	31.50	7.00	5	133.33	9.5	1	10.0	31	11.5
Total ..	186	..	..	50	..	..	33	..	..	1	..	270	100.0

*It has not been possible to show separately the village mahajans from whom large scale debts of the type mentioned above are obtained and the retail money lenders who are the chief source of short term regular debts in cases of insufficiency of earnings. In this table, these two separate sources have been lumped together and classified as "Mahajan".

The primary cause of indebtedness, as pointed out above, is the set of emergent expenses grouped under the title of 'irregular expenditure', but other causes are also in operation. Marriage happens to be by far the most important single cause of borrowing, 27 per cent. of the pullers being indebted on this account. This is because marriage is conventionally a pretty expensive function for all classes of Indian labour, irrespective of their economic status. Sickness and funeral expenses are the next important causes of 'irregular expenditure' accounting for 10 per cent. of the indebted pullers. Among the causes of the short term debts, insufficiency of earnings is the most important, accounting for nearly 48.5 per cent. of the indebted pullers. The group 'miscellaneous' includes travelling expenses from the city to the village, repairs to village houses, etc., and accounts for nearly 12 per cent. of the indebted pullers.

Rate of interest.—From Table XLII it is evident that, in *almost* all cases of loans from Mahajans, the rate of interest is more than 36 per cent. per annum. The rate charged by friends and relatives has been found to vary from about 5 per cent. to 17 per cent. per annum. The higher charge of the *Mahajan* is attributable to the fact that he prefers to remain a creditor and receive interest without desiring prompt repayment of the loans which are mostly unsecured. Friends and relatives, on the other hand, lay out their money at lower rates of interest. This is also true of the *sirdars* and owners of rickshaws. The maximum rate of interest charged by them was only about 9 per cent. per annum. The cause of the inordinately high rate of interest to the extent of 120 per cent. per annum charged by the *Pathans* is due to their lack of confidence in the repaying capacity of the pullers, who have no fixed income and who are migratory in habits. To dispense with these high interest rates, I suggest the starting of a co-operative credit bank for the benefit of pullers so that they may obtain loans on easy terms during their stay in the city. This, coupled with a thrift society, will be very useful.

Relief in the shape of scaling down of debts when these are beyond the repaying capacity of borrowers and limitation of rate of interest, in case of debt incurred by them at their village home, should be provided by having recourse to existing legislation for protecting the agricultural debtors and, if need be, the scope of this legislation should be extended so as to cover the rickshaw pullers who are essentially agriculturists.

Housing.

The housing of pullers may be described under the following four headings:—

(i) *Khatals*, (ii) *Bustees*, (ii) Mixed type of houses and (iv) *pucca* houses.

(i) *Khatals*.—Rickshaws are garaged by owners at garages owned by them. These are called *khatals*. There are 350 to 400 *khatals* scattered all over the city. *Khatals* are generally covered spaces with open courtyards in front. The covered space is used for garaging rickshaws and a part of it is partitioned off to form small cubicles to be used as living rooms by pullers and the *Sirdar*. The open courtyard is dumped with logs of wood for the repairing of rickshaws, rickshaws waiting for repairs, and the rickshaws brought in late at night by the pullers. The *Khatals* are roofed with corrugated iron sheets. The walls also comprise either corrugated iron sheets or plated bamboo or mud and wattle. In some cases, roof is made of *khola* or of Indian tile. The *khatal* has generally walls on three sides; the fourth overlooking the courtyard is left open. In one corner of the covered space is a small forge and a carpenter's table for petty repairs of the rickshaws belonging to the garage. The floor of the *khatal* is usually made of earth, which in very *rare* cases is raised a little over the ground level.

The cubicles or the rooms, measuring usually 6 ft. $\times$ 8 ft. and opening in the courtyard, are allotted to the pullers. 38 per cent. of the 500 samples examined live in these *khatal*s. 10 per cent. of these pay a monthly rent of Rs. 1/8/- per head and the rest are provided free accommodation.

These cubicles serve as sleeping and sitting rooms as well as kitchens. There are usually 10 pullers to a cubicle. I am told that, due to congestion, some of the pullers are compelled to curl themselves up between the wheels when they want to sleep at night or whatever available space they can manage to find in the garage. It is needless to say that none of the cubicles has any windows or any chimneys for the outlet of smoke. During the rains and winter, the inmates have little protection from the inclemencies of weather.

This is the usual lay-out of a *khatal* and the housing accommodation provided for the pullers. In certain cases, which are extremely small in number, I noticed raised plinth, pucca floor and front doors; but even here, no arrangement has been made either for ventilation or for the escape of smoke. In some *khatal*s there are one or two latrines which are obviously inadequate for the number of persons living in them. Normally there is no arrangement for water supply and the pullers living in *khatal*s have to use the public taps. The normal atmosphere of the *khatal*, needless to say, is that of filth, dirt and utmost squalor. The floors and courtyards, which are rarely swept, are strewn with shavings of wood and accumulated dust. Painting and petty repairs are also done in *khatal*s.

The size of the covered space in the *khatal*s varies with the number of rickshaws garaged. There are some garages with covered spaces usually varying between 50 ft. $\times$ 25 ft. and 80 ft. $\times$ 20 ft. I have been told that some owners, who maintain no garages, park rickshaws on the footpaths in front of their houses. There is no system of subletting or hiring out the garages by the owners. The garages are, as a rule, owned by rickshaw owners themselves, and used for parking their own rickshaws.

A few *khatal*s were noticed in which sleeping accommodation has been provided according to a very crude berth system. Such *khatal*s have an upper row and a lower row of berths. But the whole arrangement is terribly cramped for want of space and does not permit sufficient air and light. It is not possible even to sit upright either on the upper or on the lower berth.

(ii) *Bustees*.—Most of the pullers live in *bustees* which are thus described in the Administration Report of 1868 of the Corporation of Calcutta :—

“A *bustee*, or native village, generally consists of a mass of huts constructed without any plan or arrangement, without roads, without drains, ill-ventilated, and never cleaned. Most of these villages are the abodes of misery, vice, and filth and the nurseries of sickness and disease. In these *bustees* are found green and slimy stagnant ponds, full of putrid vegetable and animal matter in a state of decomposition, and whose bubbling surfaces exhale, under a tropical sun, noxious gases, poisoning the atmosphere and spreading around disease and death. These ponds supply the natives with water for domestic purposes, and are very often the receptacles of filth. The articles which feed these tanks are the drains that ramify over the village, and carry the sewage of the huts into them. Their position is marked by a development of rank vegetation. The entrances to these *bustees* are many, but are not easily discoverable, whilst the paths are so narrow and tortuous that it is difficult for a stranger to find his way through them. The huts are huddled together in masses and pushed to the very edge of the ponds, their projecting eaves often

meeting one another, whilst the intervening spaces, impervious to the rays of the sun, are converted into urinals and used by both sexes in common. In these huts often live entire families, the members of which occupy the single apartment of which it is not infrequently composed, and in which they feed and sleep together; the wet and spongy floor with a mat spread on it serving as a bed for the whole family. None of these villages possesses a single road or thoroughfare, properly so called, through which a conservancy cart or even a wheelbarrow can pass in order to remove the filth. This filth is laid at the door of every hut or thrown into a neighbouring cesspool".

It is deplorable that no *appreciable change* should have taken place in these *bustees* during the last three quarters of a century.

Most of the houses in *bustees* are *katcha* huts, with *katcha* walls and floor and with roofs built of thatches, corrugated iron sheets or tiles. The walls are generally made of earth or split bamboo plastered with mud. The height of these huts generally varies from 6 to 8 feet. The plinth height is about 9 inches and hence the floor is usually damp. A fair number of houses have plinths below the ground level. The size of a room including the so-called verandah is 79.65 sq. ft. and it provides accommodation for 9.01 persons. This shows the abnormal congestion and density of population in *bustees*. The house rent is reported to have been increased by 16.41 per cent. over the pre-war rates. It used to be Rs. 2.62 per room per month in 1939 and has now gone up to Rs. 3.05. It may not be out of place to mention here that the rooms are hardly used for dwelling purposes alone. They usually serve the purposes of kitchen and store rooms and the inmates find it more convenient to sleep out in the open in fair weather. A small number of pullers, 2.80 per cent. of the sample, are homeless here. They dine in a mess nearby, run by their relatives or acquaintances and generally pass their nights in rickshaws or on pavements. Sometimes, they take shelter under the porticos of buildings in the locality. During winter and rains, their miseries know no bounds.

Ventilation in these tenements is highly unsatisfactory. The rooms are, as a rule, very poorly lighted owing to lack of windows and, even where any small apertures exist, they are usually closed by the inmates in their desire to secure privacy or to avoid imaginary evils of ventilation. Usually the size of a window or an opening in the wall is not more than 2.83 sq. ft.

There is hardly any provision for kitchens. In 83.46 per cent. cases, kitchens are located in the bedrooms.

(iii) *Mixed type of houses*.—29.80 per cent. of the samples surveyed lived in mixed type of houses usually in and around the *bustees*. Houses with *pucca* floor, *katcha* or *pucca* walls and roofs similar to those mentioned above come under this group. The average plinth height and floor space of a room in such a house are 1.04 ft. and 101.79 sq. ft. respectively. The average number of inmates per room was 8.92. 71.14 per cent. of these rooms are used for both sleeping and cooking purposes. The average rent of a room was Rs. 3.67 in 1939; it has now gone up to Rs. 4.91 which is an increase of 33.79 per cent. over pre-war rates. Out of 149 houses under this group, 98 houses were owned by private persons and the rest by rickshaw owners themselves. The average size of a door and a window are 75.75 sq. ft. and 3.19 sq. ft. respectively.

(iv) *Pucca houses*.—Some of the pullers, 13 per cent., lived in *pucca* houses. Most of these were barracks meant for factory employees. Through relationship or acquaintance with the regular inmates, these pullers seem to have gained an unofficial entry into them. The average floor space of a room accommodating 8.81 persons has been found to be 144 sq. ft. The plinth height

is 1.44 ft. The size of a door is 16.60 sq. ft. and that of a window 4.21 sq. ft. The rent of a room of this type was on an average Rs. 5.21 in 1939, and is now Rs. 6.80 which shows an increase of 30.52 per cent. over the pre-war level.

What little arrangements there are to be found for water supply to the *bustee* people for drinking and bathing purposes are grossly inadequate and unsatisfactory. Where there are any water taps inside *bustees*, many as 200 persons and probably more have to depend on a single tap to draw their drinking water from. A similar queue is noticed if a tube well is situated nearby. Sometimes, these poor people have no other alternative but to use water from some dirty pond nearby, even for drinking purposes. In some cases, water taps and wells are located within a yard or two of public latrines exposed to constant contamination from sewage drains.

Latrines and urinals.—The shortage of latrines is a common feature in *bustees*. One latrine is usually meant for 80 to 90 persons on a modest computation. Most of these are service latrines and are not regularly cleaned by municipal scavengers. The result is that an obnoxious smell always hangs round the dwelling places. Some of the *khatahs* were found to have no latrines, the inmates therefore have to hunt for public latrines in the neighbourhood in times of need. It has been reported that inmates of some of these *khatahs* have to walk half a mile or so to find a public lavatory. There is no reason why the number of private and public latrines in these slums should not be adequately increased and necessary arrangements made for keeping them in a clean condition.

There is absolutely no provision for any urinal in these areas. The inhabitants are therefore compelled to betake themselves to open drains, slit trenches, or even open spaces in the compound.

Drains in these slums are all open and full of stagnant water and filth. They are rarely cleaned and make therefore excellent breeding ground for mosquitoes and various kinds of bacilli.

The method of disposal of sewage constitutes one of the poorest specimens of municipal service in the city. Lanes and bye-lanes in the slums are too narrow to permit the passage of any conservancy carts. As a result, there is no end of garbage and rubbish scattered all over the place in heaps and the stench that emanates therefrom is a standing menace to public health.

“ I have been horrified by what I have seen. Human beings cannot allow other human beings to continue to exist under these conditions”, thus observed H.E. the Governor of Bengal after paying a visit to some of the *bustees* a short time ago. He further remarked : “ I am not interested in who has been responsible for allowing these conditions to come into existence and to continue. My only interest is that these conditions should be improved and neither politics nor vested interests should be allowed to stand in the way. The people of Calcutta have a right to ask in six months’ time what has been done about it”. The results of the contemplated action will be watched with keen expectancy and interest.

Trade unionism.

The following are the three trade unions connected with rickshaw pullers in Calcutta.

- (1) The Bengal Rickshaw Mazdur Union,
- (2) The Calcutta Rickshaw Mazdur Union, and
- (3) The All Bengal Rickshaw Union.

The Bengal Rickshaw Mazdur Union and the Calcutta Rickshaw Mazdur Union were registered in May 1944 and July 1944 respectively. It is perhaps too early to assess their work. The All Bengal Rickshaw Union was first registered as a union of owners and manufacturers in 1934 with the name of the Bengal Rickshaw Union. From 1935 to 1938, it had a moribund existence. It was given a new life in 1938 when the name and the rules were changed to make it possible to admit pullers as members of the union. This union, with a membership of 80 per cent. of employers, employees and manufacturers, is probably a unique organisation of its kind in India. How far the membership of the pullers is voluntary is doubtful. It is a fact that the union has been able to arrange registration in a speedy manner but it must also be confessed that, when the puller pays a fixed sum to the union office, he does not know that a sum of Rs. 1-11-0 is taken as a donation from him. He becomes a willing and pliable tool in the hands of the union because he knows that he would not otherwise get the necessary facilities for registration and renewal of license. The union has of late appointed five traffic inspectors with the approval of the Commissioner of Police to guide the pullers in the matter of parking rickshaws in congested streets. The need for such inspectors had long been felt by pullers and owners, owing to the alleged police harassment.

But, are not these ameliorative measures undertaken by the union selfish? It is to the interest of the owners to facilitate registration of pullers so that there may not be any shortage in their supply and that they may not be placed in a disadvantageous position in bargaining with them. Again, as the petty fines have to be paid by owners, it is to their interest to see that these are reduced. In respect of the welfare activities of the union, mention must be made of the unemployment benefit, medical assistance, etc. If it is true that 80 per cent. of the pullers are its members, the money spent on welfare activities appears negligible in comparison with their total contributions to the union. The details of the amount spent so far are given below :—

TABLE XLIII.

Years.	Unemployment Benefit			Doctor			Medicines			Total		
	Rs.	AS.	PS.	Rs.	AS.	PS.	Rs.	AS.	PS.	Rs.	AS.	PS.
1939-40	16	6	0	429	8	0	..	..	..	445	14	0
1940-41	199	14	0	805	0	0	..	..	..	1,004	14	0
1941-42	52	7	0	861	0	0	..	..	..	913	7	0
1942-43	74	2	6	960	0	0	137	3	6	1,171	6	0
1943-44	245	14	6	1276	8	0	91	5	3	1,613	11	9
1944-45	268	6	6	1,050	0	0	158	14	9	1,477	5	3

Though pullers contribute very heavily to the union, they have no voice in the matter of administration and the guidance of its policy, which is entirely in the hands of owner-members. Hence the criticism that the union is primarily a union of owners is correct and it may be cited as a conspicuous instance of the shrewd manner in which Capital exploits Labour. A searching inquiry into the legitimacy of this organisation and the manner in which its funds are raised and utilised seems called for.

A few suggestions.

This report is by no means a full catalogue of the ills of the rickshaw pullers as a class. A few suggestions could be offered which, if carried out, might lead to a partial amelioration of their condition. (i) Mention might be made of the paucity of rickshaw *stands* in the city which has been found to be a rather fruitful means of harassment by the Police. The Corporation and the Police may be advised to allot more space for setting up an

adequate number of *stands* in proportion to the number of rickshaws on the road and in consideration of their present popularity. (ii) The supply of drinking water, which is so necessary for the rickshaw pullers when on duty, is not adequate. It would be a blessing if the authorities arranged for the supply of pure drinking water at every rickshaw *stand* in the first instance. (iii) It would be a wholesome proposition to initiate a movement in favour of introducing the owner-puller element in the business. The pullers stated during the enquiry that it was theoretically possible for them to own rickshaws but for the limitation of the maximum number at 6,000, the high price of rickshaws and the cost of purchasing an old number plate from the existing owners. It is reported that though the cost price of a rickshaw does not exceed Rs. 300 today, the price of a number plate would be as high as Rs. 800 to Rs. 900. As the Police have fixed the maximum number of rickshaws at Calcutta at 6,000, new rickshaws cannot be registered so long as the number of registered rickshaws does not fall below it. I have been told that some of the pullers are earning quite a lot of money these days and it should have been possible for them to lay out money for new rickshaws but for the difficulty of registration. I am of opinion that the efficiency of service now available cannot deteriorate as a result of this experiment. On the other hand, it is calculated to confer a few blessings on the pullers whose present lot is very hard indeed. There can be no doubt that the puller would come to have an added interest in his trade if he knows and feels that the business is his own. This is also likely to stimulate in pullers a sense of responsibility which is not so strong today. If ownership is transferred as suggested, the large scale migration which is a feature of the business today may be checked to some extent. Again, the changed aspect of the business will encourage pullers to bring along with them their families to their place of business. The advantages of a settled domestic life cannot indeed be overestimated. (iv) Owing to insufficiency of earnings and uncertainty of employment, augmented by want of accommodation, rickshaw pullers, as a class, are compelled to live alone in Calcutta, leaving their families behind in their far off village homes. This enforced separation from family life is responsible for a number of evils which naturally detract from their efficiency. For instance, when taken ill, pullers do not as a rule receive the same amount of care and nursing as family life ensures. Nor do they have any regularity of meals which in normal conditions of life adds to the man's zest for living. Suitable housing is therefore a crying need of the day. (v) The system of rickshaw business, as it obtains today, has encouraged the advent of a huge personnel in the city, wholly disproportionate to the needs. The abundant supply of labour has naturally placed the owners in an advantageous position and enabled them to strike favourable bargains. The solution seems to lie in the diminution of the number of pullers in Calcutta, as also perhaps a substantial increase in the number of rickshaws. Another means of financially strengthening the profession of pullers would be to eliminate from the service part-time pullers. It would be useful to have an enquiry to find out to what extent this evil exists and then set about finding the means for its eradication.

PART IV.

NAGPUR, VIZAGAPATAM, MURREE, MADURA, AND DELHI.

The facts stated herein are based on the replies received from Nagpur, Vizagapatam, Murree, Madura and Delhi. Though these cannot claim to be very comprehensive, they are fairly indicative of the conditions of rickshaw pullers in these centres.

Employment.

The total number of rickshaws, including cycle rickshaws, in 1944 in these five towns was 2,015, out of which 1,875 or 93.05 per cent. were registered as

public and 132 or 6.95 per cent. as private vehicles, besides eight, which were not licensed at all.

TABLE XLIV.

Showing the number of Rickshaws and Rickshaw pullers.

Name of the town.	Number of rickshaws			Number of pullers.
	Public.	Private.	Unlicensed*	
Nagpur	900	100	0	900
Vizagapatam	350	0	0	633
Murree	67	2	0	339
Madura	58	22	8	109
Delhi	500	8	0	583
Total ..	1,875	132	8	2,564

So far as the combined strength of the pullers is concerned, it did not exceed 2,564. On an average, there were thus 1.2 pullers to every rickshaw, but one should not lose sight of the fact that, at Murree, the "license for rickshaw to ply for hire shall be granted on the condition that the licensee shall not permit the licensed rickshaw to be drawn or propelled by less than four men in the case of a licensed single rickshaw and five men in the case of a licensed double rickshaw". Thus, if Murree figures are taken out, the ratio would be 1.14 pullers to one rickshaw.

Only one city (Vizagapatam) does not impose any regulations on rickshaw pullers. The other four have prescribed some rules, but only two of them (Murree and Delhi) supplied copies of the same.

Ownership.

As compared to the 1,875 public rickshaws owned and hired by *chawdhris*, 101 are owned by pullers—100 in Nagpur and only one in Madura. The percentage is glaringly small, but, as will be shown presently, it is the resultant effect of a combination of forces.

The purchase price of a single-seater rickshaw varies from Rs. 200/- to Rs. 400/-; and a double rickshaw at Murree costs something in the neighbourhood of Rs. 600/-. It must be remembered that, since the outbreak of war, the rise in the cost of production has been, in no case, less than 100 per cent.

TABLE XLV.

Showing purchase price and life of a rickshaw.

Name of the town.	Price in Rupees.	Life in years.
Nagpur	400	4
Vizagapatam	250	2 to 3
Murree	400	8
Madura	200	4 to 5
Delhi	200 to 300	2

According to the replies received, a rickshaw is said to last from 2 to 8 years, provided it is repaired regularly.

*These eight vehicles have not yet been licensed by the Police at Madura.

Two difficulties are supposed to stand in the way of ownership of rickshaws by pullers :—

(i) The pullers are too poor or too extravagant to own or maintain rickshaws. Even if they successfully continue to procure capital at low rates of interest (say, from a co-operative society), they cannot return it properly, because their repaying capacity is proverbially small.

(ii) They are generally illiterate and miserably lack sense of responsibility.

These apprehensions, are founded on mere conjectures. Ownership by pullers has never been given a fair trial anywhere. Three municipalities favour municipal ownership, though one of them regards the presence of *chawdhris* as a vital bridge between the Municipality and the pullers.

Except at Murree, where the *only* 'stand' is yearly leased to highest bidder (the amount realised for the year under review was Rs. 550/-), there are no 'stands' exclusively meant for rickshaws, and hence the question of leasing or auctioning them does not arise.

No agreement, written or conventional, exists between the *chawdhris* and pullers regarding the terms and period of hire of vehicles or any other conditions of employment. There is, however, always an oral understanding in respect of hiring out rickshaws at certain rates to licensed pullers, subject, of course, to the implied obligation that they pay the hire charges regularly and handle the vehicle carefully.

There is no intermediary between the *chawdhris* and pullers. In certain cases, no doubt, the primary puller may sublet a hired rickshaw to another puller and shift on to the latter a part of his burden of hire, but, strictly speaking, it does not imply his serving as an intermediary.

Pullers are not required to deposit any security before they are given charge of rickshaws ; what is necessary is that they should inspire confidence in and be known to the *chawdhris*.

Earnings.

The rates of rickshaw hire for the public vary from place to place. Except Madura, where no tariffs are laid down, all municipalities have tabulated the charges. Nagpur replies do not make a mention of the rates. At Vizagapatam, 2 annas a mile is the rate. The rates at Delhi are as follows :—

For the first half hour of engagement—Six annas.

For subsequent hours provided no engagement exceeds three and a half hours—Four annas per half hour.

The Murree municipal committee has the following schedule of rates :—

TABLE XLVI (a).

Schedule 'A' of rates for the hire of licensed rickshaws including hire of coolies.

Time										Rs. as. ps.
One hour	..	..	..	..	..	..	..	..	..	1 2 0
Two hours	..	..	..	..	..	..	..	..	..	1 7 0
Three hours	..	..	..	..	..	..	..	..	..	1 11 0
Four hours	..	..	..	..	..	..	..	..	..	1 14 0
Five hours	..	..	..	..	..	..	..	..	..	2 0 0
Six hours	..	..	..	..	..	..	..	..	..	2 4 0
Seven hours	..	..	..	..	..	..	..	..	..	2 9 0
Eight hours	..	..	..	..	..	..	..	..	..	2 13 0
Nine hours	..	..	..	..	..	..	..	..	..	3 2 0
Ten hours	..	..	..	..	..	..	..	..	..	3 6 0
Eleven hours	..	..	..	..	..	..	..	..	..	3 11 0
Twelve hours	..	..	..	..	..	..	..	..	..	3 15 0

NOTE :—A fraction of an hour will be treated as whole-hour over the first hour.

TABLE XLVI (b).
SCHEDULE 'B' (Schedule of fares for a single journey for a single rickshaw by distance).

Serial No.	From	To	Fares		
			Rs.	As.	Pa.
					per one trip only.
1	The Mall	Kashmir Point, Snow View, Pindi Point, Spur Cottage, Holme-lands Estate (via Kuldana Road), Willow Bank and Survey of India	..	0	9 0
2	Do.	.. Jesus and Mary Convent, Sunny Bank and Kuldana Corner	..	1	2 0
3	Do.	.. Lawrence College, Ghora Gali, Cliffden, Hays' Farm, Kuldana Cantt., Jhikagali Military Dairy Farm	..	1	7 0
4	Do.	.. Upper Topa	..	1	9 0
5	Do.	.. Lower Topa Gharial	..	1	14 0
6	Do.	.. Bhurban Golf Hotel and links	..	1	14 0

There is no dead level of uniformity as regards the basis of payment by pullers to *chawdhris*. In Nagpur it is determined by mutual contract, in Vizagapatam and Madura it is annas eight and annas five to six per day respectively, irrespective of the daily earnings. In Delhi it is estimated at about Re. 1 per day. The bye-laws of the Murree Municipality have, however, pinned it to 20 per cent. of the fare subject to a maximum of Rs. 1|8|- in the case of a single rickshaw and Rs. 2|4|- in respect of a double rickshaw.

No special checks are exercised over pullers except that *chawdhris* are very alert and keep a vigilant eye on them. In a few cases they also employ some persons to watch their movements so as to estimate their approximate earnings and determine their own share. Payments by pullers are made daily and only rough accounts are maintained, though not as a rule.

The earnings of pullers fluctuate from day to day, but a rough estimate, as given in the replies, is as follows :—

TABLE XLVII.

Name of the Town									Daily earnings of pullers.
									Rs. As. Pa.
Nagpur	..	..	..	..	..	..	..	..	4 0 0
Murree	..	..	..	..	..	..	..	..	2 8 0
Madura	..	..	..	..	..	..	..	..	1 0 0
Vizagapatam	..	..	..	..	..	..	..	..	2 0 0
Delhi	..	..	..	..	..	..	..	..	3 0 0

Repairs, upkeep or maintenance and overhauling are generally the liability of the *chawdhris*. Minor repairs are done by the pullers at Nagpur. Damages due to wilful neglect or rash handling are supposed to be the responsibility of the pullers. The wearing of uniforms is compulsory *only* at Murree and Delhi and the cost is borne by the pullers at the former place and the rickshaw owners at the latter. The fees for licensing and registration of pullers and rickshaws, as shown below, are not uniform :—

TABLE XLVIII.
Annual Fees (Rs.).

Name of the Town.	License fee of pullers.	Registration of rickshaws.
Murree	3 0 0	4 0 0
Nagpur	1 0 0	7 0 0
Vizagapatam	0 6 0	0 10 0
Madura	0 6 0	0 4 0
Delhi	1 0 0	3 0 0

The license fee is highest at Murree and is paid by pullers. The owners of rickshaws are responsible for the payment of registration fees.

The number of hours worked by pullers per day ranges from 6 to 12. Rickshaw pulling is a perennial occupation at Nagpur and Vizagapatam. Not so is the case at Madura where a day puller works for about 180 days and a night puller for about 200 days in a year. At Delhi, a large number of pullers leave for their homes during the sowing and harvesting seasons. At Murree, the season lasts from the middle of April to the middle of October.

Housing.

The housing conditions of pullers are far from satisfactory. There is only one shed belonging to the Murree Municipal Committee with a couple of small rooms for pullers. The rest of the pullers, with the exception of a few who rent a room collectively or in groups of four or so where they cook as well as sleep, occupy road margins, temples, railway stations and other public places. A microscopically limited number lives in different slum areas with their families.

Age and health.

There are no hard and fast rules regarding age-limits of pullers. The minimum age-limit is 16 to 21 years as per general bye-laws of the Madura and Delhi Municipalities. Mostly, pullers fall in the age group of 18—45, but, as the replies indicate, it is desirable that age-limits should be fixed between 20 and 40.

Only at Nagpur and Murree, pullers are medically examined before the license is issued. The crying need of the day, however, is that medical test be made compulsory for all pullers at all places. They are apt to get sprains, intestinal and heart troubles, high blood pressure, varicosity of veins, sore feet and tuberculosis. No special medical facilities, except the free and charitable dispensaries and hospitals which are open to others, are available to them.

It is difficult to gauge the average expectation of life in this trade. It is however certain, according to the replies received in respect of Murree, "that it is less than that of a hillman". Apparently, rickshaw pulling shortens life. The pullers are often village agriculturists who migrate from their homes in adjacent districts temporarily to add to their incomes. They work on their lands during the off season.

Indebtedness.

Most of them are under debt, but it is not incurred during the period they are engaged in rickshaw pulling. In fact, at the end of the season, they take home some savings. Debts are incurred in their villages from village money-lenders. The main factors leading to their indebtedness are household expenses, land revenue, social and religious rituals like births, marriages and deaths. The rate of interest is as high as 25 per cent. per annum.

PART V.

SUMMARY AND CONCLUSIONS.

This report on labour conditions among rickshaw pullers embodies the results of intensive enquiries made in three representative centres—Simla, Calcutta and Madras and an analysis of the replies to a special questionnaire on the subject received from the municipal authorities concerned in these and 5 other centres—Nagpur, Vizagapatam, Murree, Madura and Delhi. The total number of pullers covered is 14,212.

Employment.—The available data show that there has been a large increase in the number of rickshaws and rickshaw pullers, with the result that there has developed an unhealthy competition both among the owners and pullers. This has had an adverse effect on the earnings of the latter. The Commissioners of Police in Madras and Calcutta have restricted the number of public rickshaws to 4,000 and 6,000 respectively with a view to preventing an increase in the number of road accidents. The issue of licenses should be limited in strict proportion to the population and the traffic needs of each locality, not only in respect of rickshaws but also of pullers.

Labour supply.—Labour for rickshaw pulling is drawn almost entirely from the villages and districts adjoining the centres under reference. Enquiries show that the vast majority of pullers have, in fact, been driven into this profession owing to lack of full employment in their villages, rack-renting by landlords or indebtedness to money-lenders, etc. At Calcutta, factory workers and corporation menials (sweepers, street lighters, etc.), too, have taken to rickshaw pulling with a view to earn a supplementary income during their spare hours.

Period of regular employment.—The first and the most important peculiarity of this type of labour is its frequent exodus to its village homes. In Madras, 60.6 per cent. of the pullers were absent for a period ranging from 4 to 6 months in a year. In Calcutta, 66.8 per cent. were absent from the city for a period of 4 to 9 months in a year. This is due to the fact that the families of the majority of pullers are left behind in their villages, and that some have also to go back for assisting their families and relatives in sowing and harvesting or for attending to social and religious functions there.

Even more important than such periodical migration is the fact that a large percentage of pullers drop out of the profession after a few years of work. The percentages of pullers who have worked continuously for a period of 15 years and more are 9.73 in Simla and 7.7 in Madras. The primary reason for this is physical incapacity, due to the strain involved in rickshaw-pulling.

Age-distribution.—This conclusion is corroborated by the data of the age distribution of pullers. 63.9 per cent. of the pullers in Madras, 56.5 per cent. in Simla and 71.8 per cent. in Calcutta are between 21 and 35 years of age; the percentages of those above 41 years are only 15, 2.59 and 8.5 respectively. On the other hand, about 15 per cent. of the pullers in each of these three centres are between 15 and 20 years of age. There is therefore a need for fixing 20 as the lower and 45 as the upper age-limit for rickshaw-pulling on the plains. At Simla and other hill stations, where the strain is heavier on account of the ups and downs as well as the turns and twists of the roads, the upper age-limit may be fixed at 40.

Marital condition.—Judged by their age-distribution, it is obvious that the majority of pullers are married; the percentages of the married to the total number of pullers in Simla, Calcutta and Madras are 59.6, 95.6 and 75.9 respectively. Nevertheless, it was found that the majority of the married were living alone in their places of work, leaving their wives and children in their

village homes. Apart from the lack of timely meals and other amenities, this absence of home life, according to the evidence at my disposal, has been responsible in all the centres for much unhealthy life and there is therefore a strong case for providing suitable housing facilities for pullers.

Health.—As the vast majority of pullers are in the prime of their manhood, their general health is not unsatisfactory. Nevertheless, pullers suffer frequently from cold, cough, bronchitis and fever, due to their exposure to the inclemencies of the weather and from varicosity of leg veins due to the strain involved in rickshaw pulling. The susceptibility to these ailments is aggravated by their lack of sufficient clothing and nutritious diet and, in a few cases, due to excessive hours of work. The available evidence points to the need for a stringent medical test before the issue of licenses to pullers and the provision of suitable medical aid, preferably by means of mobile dispensaries. Furthermore, hours of work should be restricted by the adoption of a system of day and night shift by which the pullers of one shift would be different from those of the other.

Literacy.—The percentages of literates among pullers are small : 4.4 in Madras, 10 in Calcutta and 14 in Simla. It is essential that there should be some drive to impart education through the agency of adult classes during their off periods of the day or the night.

Indebtedness.—From the data collected by personal enquiries from a large number of sampled pullers, it was found that 79.3 per cent. in Simla, 54 per cent. in Calcutta and 61.4 per cent. in Madras were indebted with a *per capita* debt of Rs. 482, 120 and 112 respectively. An analysis of the causes of indebtedness shows that the largest number of cases of borrowings and the largest amounts borrowed were in connection with marriages or were inherited as ancestral legacies. Though such debts account for the major portion of the indebtedness of pullers, there was considerable borrowing for current requirements too, i.e., for food, clothing, etc. Such borrowings for domestic needs are due to irregularity of earnings, exodus to villages and, in some cases, to uneconomic expenditure on drink, etc. The burden of interest charges on loans borrowed is exceedingly heavy—as much as 63.6 per cent. to 105.9 per cent. in Simla. In Madras, 25 per cent. of the loans paid interest at 150 per cent. per annum, and another 23 per cent. at 75 per cent. per annum. In Calcutta, the bulk of the debt (69 per cent.) was obtained from the Mahajan or the professional money-lender at the rate of 36 per cent. per annum. Needless to point out that efforts should be made to promote thrift among pullers and organise co-operative credit societies for facilitating borrowings at lower rates of interest.

Housing.—There is no proper housing for rickshaw pullers in any of the centres. In Madras, among the Tamil pullers, the unmarried as well as the married, who live alone in the city are practically homeless. They sleep on the pavements, bathe under the public taps and eat their meals from street vendors. Such of those who have their families with them are obliged to live in *Cheris* (dwellings of outcastes) which are extremely insanitary and are woefully lacking in the elementary amenities of water, lighting and conservancy arrangements. The Telegu pullers, as a class, live in rented tenements of overcrowded houses which are as insanitary as the huts of the Tamil pullers and are also lacking in all the elementary amenities of water, lighting, etc. The rents paid vary from Rs 1½ to Rs. 3½ per month for a room or hut measuring about 50 square feet. In Calcutta, the majority of pullers live in *khatahs* and *bustees*, while a few live in pucca and mixed type of houses. The *khatahs* and *bustees*

lack in sanitation and all amenities of water, lighting, etc. In Simla, the position is not very much better. Pullers have to sleep either in the very sheds where the rickshaws are parked or in the open spaces of public buildings nearby. A few pullers are accommodated in houses rented for this purpose by the *chawdhris*, where latrine facilities, water supply and lighting arrangements are inadequate. Conditions are equally unsatisfactory in the old municipal sheds as well as the hotel sheds. They are somewhat better in the new municipal sheds, but there is on an average only one kitchen for every 24 persons.

Welfare work.—Welfare activities among pullers are conspicuously absent in all the centres. Attempts should be made by the municipal authorities to provide adequate shelter to the pullers and their vehicles. Canteen facilities could also be extended to them so as to enable them to buy food at cost price. Facilities for indoor and outdoor games, light music and other entertainments would go a long way to relieve the drudgery of their life.

The Chawdhri System.—In all the centres under reference, *almost* all the public rickshaws are owned by a large number of petty capitalists or *chawdhris*. In Simla, the *chawdhris* share the earnings with the pullers. In Madras and Calcutta, pullers pay a fixed hire charge for the vehicles and keep the whole of their earnings less the hire charges for themselves. The *chawdhri* system, of course, relieves the pullers of all responsibilities with regard to the purchase, maintenance and registration of rickshaws but leads to their exploitation with all its evil consequences.

Three alternatives to the existing *chawdhri* system may be suggested. Firstly, pullers alone may be made the owners of public rickshaws. An experiment of this sort was actually tried in Simla between 1938 and 1942, but was not given a fair trial. Secondly, Municipalities may own these vehicles and hire them out to pullers on reasonable terms. Thirdly, a large-scale co-operative society may be organised and entrusted with the sole responsibility of owning and maintaining public rickshaws.

Conclusion.—Whatever ameliorative measures may be undertaken for improving the condition of pullers, the fundamental fact should not be overlooked that *this type of labour is a degradation of human personality*. Mr. K. K. Dass, I.C.S., Commissioner of the Madura Municipality, rightly voicing the feelings of all conscientious people, has aptly stated in his reply to my questionnaire that “*the ultimate aim should be to abolish this form of conveyance as it is an offence against human dignity.*” Every word of this statement is pregnant with truth and the general consensus of opinion is that there should be a planning in respect of the early abolition of the jin and the cycle rickshaws. If light motor-cycle rickshaws could be introduced as part of an organised transport service in all towns, the stigma attached to rickshaw pulling would disappear and the rickshaw puller of today may be enabled to become the motor-rickshaw driver of tomorrow.

A. MUKHTAR.

SIMLA ;

The 4th May 1945.

APPENDIX. QUESTIONNAIRE.

A.—Magnitude of Employment.

1. What is the number of registered Rickshaws in _____ ?
How many of these are private vehicles ?
How many of these are public vehicles ?
2. What is the number of licensed rickshaw pullers ?
3. Are there any rules relating to rickshaw pullers prescribed by the Municipality ? If so, please give details.

B.—Ownership of Rickshaws.

4. What is the number of public rickshaws owned by pullers ?
5. What is the number of public rickshaws owned by *chawdhris* and hired out to pullers ?
6. What is the purchase price of a rickshaw ?
7. What is the average life of a rickshaw ?
8. What are the difficulties in the way of ownership of rickshaws by pullers ?
9. Is the municipal ownership of rickshaws a practicable proposition ?
10. What are the advantages of the ownership of rickshaws by *chawdhris* ?
11. Are rickshaw stands auctioned or leased by the Municipality ? If so, state the amount of the money realised from this source.

C.—Conditions of Employment and Hire.

12. Is there any agreement, written or conventional, between *chawdhris* and pullers regarding the terms and period of hire of vehicles or any other conditions of employment ?
13. To what extent are the terms of such agreement prescribed or enforced by the municipal authorities ?
14. Is there any other intermediary between the *chawdhris* and pullers ? If so, what are his functions and earnings ?
15. Do teams of pullers hire out rickshaws on their own collective responsibility directly from *chawdhris* or do the *chawdhris* engage their own teams directly or through intermediaries ? (For Simla only).
16. Is the constitution of teams of pullers fixed or does it vary from time to time ? (For Simla only).
17. Are the liabilities of pullers to *chawdhris* and others, individual or collective ? (For Simla only).
18. Are pullers required to deposit any security before they are given charge of rickshaws ? If so, indicate the source from which pullers obtain the amount required ?

D.—Earnings and Hours.

19. What are the rates of rickshaw hire for the public ?
20. What is the basis of payment by pullers to *Chawdhris* and intermediaries, if any ?
21. What is the proportion of hourly earnings of pullers claimed by owners of vehicles ?
22. What are the checks enforced by *Chawdhris* on the pullers' earnings to determine their own shares ?

23. What are the abuses of such a system of sharing of earnings ?

24. Are payments by pullers to *chawdhris*, etc., made daily ? How are accounts maintained ?

25. How do pullers share their earnings among themselves ? (For Simla only).

26. What are the approximate total daily or monthly earnings (including tips) per puller ?

27. Who is responsible for the repair and upkeep of rickshaws hired out by pullers ?

28. Are there any kinds of repairs, *e.g.*, punctures, which are a liability of pullers ?

29. In case of accidents involving damage to vehicles, are the pullers responsible ? If so, to what extent ?

30. Who supplies uniforms ? Is the wearing of uniforms compulsory ? Who pays for their washing and replacement ?

31. What is the license fee for pullers and who pays it ?

32. What is the registration fee for rickshaws and who pays it ?

33. What is the number of hours worked by pullers daily ?

34. For how many months in the year do pullers work ?

35. Is there any law regarding the attachment of pullers' earnings and rickshaws for debt, etc. ?

E.—Housing.

36. Where do pullers live ?

Is accommodation provided for them by Municipality or by Government ? If so, describe

- (a) the type of accommodation,
- (b) density of occupation,
- (c) rentals,
- (d) sub-letting,
- (e) sanitation,
- (f) water and lighting,
- (g) arrangements for cooking, etc.

F.—Age and Health.

37. What is the range of ages in which pulling is practicable ?

38. Are there any rules regarding age limits for pullers ? If not, is it desirable that there should be any such rules ? If so, please indicate their contents ?

39. Are pullers medically examined before being licensed ?

40. Is it desirable that they should be so examined ?

41. What are the common maladies or diseases suffered by pullers ?

42. Are any medical facilities available to pullers ?

43. What is the average expectation of life of a puller ?

44. What is the occupation of pullers during the off season ?

45. What is their usual domicile ?

G.—Indebtedness

46. Does any indebtedness exist among pullers ? If so, what are their sources of borrowing ?

47. What factors lead them into indebtedness and what is the rate of interest payable by them ?

LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA



REPORT
ON
LABOUR CONDITIONS
IN THE RICE MILLS

BY
B. P. ADARKAR

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA.
1946.

Price : Rs. 1-4-0 or 2s.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency, as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining.* (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations.* (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry.* (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport.* (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour.* (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance, while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available to advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance, of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North Western Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the committee :—(i) the Committee, as a whole, to study each industry, (ii) the survey to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments State Authorities Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

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ACKNOWLEDGMENTS.

Acknowledgments are due to Messrs. S. D. Punekar and T. Satyanarayana Rao, Supervisors, and Messrs. V. R. K. Tilak, S. N. Roy, C. S. Bhattacharjee, D. G. Nerurkar and L. J. Pathak, Investigators for the assistance in the collection of material for this Report.

CHAPTER I.—INTRODUCTION.

I. Economic Backgrounds.

Of all the industrial establishments falling under the Factories Act in India, the most numerous group is that of rice mills. In the year 1943, out of a total of 9,033 perennial factories, there were as many as 1,511 rice mills, which were perennial factories, forming about 16.7 per cent. of the total number of industrial units. However, it must be admitted that rice mills do not have the same position of pre-eminence in regard to employment. While 1,792,550 persons were employed in all the perennial factories in the country as a whole in the year 1943, only 49,041 were working in rice mills, i.e., 2.6 per cent. of the total employed in perennial factories—a fact which indicates the relatively small size of the rice mills in India.* The importance of the rice milling industry otherwise arises from the fact that the rice crop ranks foremost in Indian agriculture both in regard to acreage and the aggregate volume of production. In fact, India rivals China for the prime position among the chief rice-producing countries of the world, with 39 per cent. (China, 23 per cent.) of the world's total cultivated area under the crop, raising 31 per cent. (China, 34 per cent.) of the world's rice production.† The following table shows the area under rice in some of the main rice-producing provinces along with the number of rice mills and of persons employed during 1937-38 (a typical pre-war year) :

TABLE 1.

Area under Rice, Number of Rice Mills and Persons Employed (1937-38).

Province.	Area under rice in million acres.	Number of Rice Mills.		Number of Persons employed.	
		Perennial	Seasonal.	Perennial.	Seasonal.
Bengal	22.20	411	..	18,635	..
Madras	10.14	491	..	16,189	..
Bihar	9.51	64	..	3,521	..
U. P.	7.15	10	..	591	..
C. P. & Berar	5.76	..	77	..	1,529
Assam	5.06	44	..	958	..
Orissa	5.15	56	..	2,645	..
Others	4.48	59	98	1,040	2,181
Total	69.45	1,135	175	43,579	3,710

Another factor explaining the importance of the rice-milling industry in India is that rice is the staple diet of a vast majority of Indians, and the volume of consumption is so great that in spite of her huge share of production, India has had to import about 2 million tons of rice every year from Burma, Siam and Indo-China.

The following table gives the total number of rice mills (perennial and seasonal) and employment therein since 1934, the year in which the Factories Act introduced a change in the definition of seasonal and perennial factories :—

* On the other hand, the total employment in the hand-pounding industry is probably more than 3 million workers. See Appendix I.

† *Report on the Marketing of Rice in India and Burma*, p. 2.

TABLE 2.

Year.	Number of perennial factories.	Number of seasonal factories.	Total number of factories.	Average daily number of employees in.		Total number of employees.
				perennial factories.	seasonal factories.	
1934	809	162	971	29,557	3,023	32,580
1935	911	160	1,071	34,145	2,044	36,189
1936	976	180	1,156	37,070	2,624	39,694
1937	1,062	155	1,217	41,319	2,537	43,856
1938	1,135	175	1,310	43,619	3,710	47,329
1939	1,158	102	1,260	45,409	2,037	47,446
1940	1,200	118	1,318	46,289	2,292	48,581
1941	1,214	119	1,333	47,760	2,239	49,999
1942	1,412	115	1,527	51,006	1,709	52,715
1943	1,511*	123*	1,634	49,041	2,344	51,385

The table shows that there has been a remarkable increase in the total number of rice mills as well as the employees engaged in these concerns since 1934. The increase in the number of rice mills, which amounts to 68 per cent., is accompanied by an increase also in the employment of about 58 per cent. during the same period. The reasons for this phenomenal growth of the industry are mainly two. In the first place, preference for hand-pounded rice in the country has been slowly declining and a taste for milled rice has been replacing it, partly because milled rice is relatively cheaper and is also considered more fashionable. Nutritionally, this has been a misfortune, but this is an aspect of the matter which falls outside our purview. Secondly, the growth of the industry is also partly a result of the tendency to replace manual operations of a tedious and time-wasting nature by labour-saving machinery and of the necessity of mass production to feed the urban population on a commercial scale; which the hand-to-mouth operations of the village handicraft of hand-pounding could not possibly achieve.

II. Functions and Activities of Rice Mills.

The rice mills are not merely engaged in converting paddy into rice. One of the main functions of rice mills is to acquire the rice crop from the fields and, in fact, a major portion of the paddy does not enter the market at all, but is transported straight from the fields to the mills. "In the main rice-growing areas, millers or their buying agents play a fairly active part in the assembling of paddy from the primary producer. Milling representatives make periodical visits to the villages, *hats* and other points at which paddy tends to gravitate in order to buy their requirements direct from cultivators or the village merchants and peripatetic traders. Advances of money may be made to the producers even before the crop has matured thus binding the growers to bring their harvest to the mill as and when required. It may be noted that the rice-milling industry is the second largest agency assembling paddy and with a close second to the wholesale merchant or commission agent."† Another important function of a rice mill is storage and conservation of paddy as well as of rice. The paddy may be stored either in the mill itself or in the godowns outside the mills premises which are hired for the purpose. Storing of rice instead of paddy is a paying proposition to the miller; for, storage increases the age of rice, which sets a premium on its value. A third function of rice mills is the wholesale distribution of rice and the disposal of various by-products. A major share of the marketable surplus is handled by the mills, and the milled rice is distributed either directly or with the help of middlemen. Most of these concerns have long-standing and close business connections with distant centres. While rice is exported to far-off places, the secondary pro-

*Figures excluding Burma.

†*Ibid.*, p. 252.

ducts are more or less disposed of by the millers within the locality itself. The most important of these by-products are paddy husk and rice bran. If the engine is run by steam and not oil, a large amount of husk is utilised for firing the boilers in the mill. It is also used as fuel for cooking purposes, and for commercial purposes, such as the manufacture of bricks. Where the automatic sheller type of machinery is employed in a mill, all the various products are completely separated during the process of rice milling, and broken rice comes out in large quantities. In many cases, the broken rice or rice bran is sold to workers in the rice mills at connection rates and corresponding deductions made in their wages.

But ever since the war broke out, the adoption of measures such as prohibition of exports and imports of paddy and rice from one place to another, and, in particular, the introduction of rationing of rice have greatly interfered with some of the functions that were hitherto carried on by the millers. Rice mills at present cannot import paddy from other districts as they used to do before; nor can they export rice to distant markets without the permit of the local grain-purchasing officer. Rice cannot be sold directly to consumer, but all the quantity of rice in the possession of mills has to be placed at the disposal of the Government either for the purpose of rationing or for supply to the armed forces. Railway permits to export or import rice are restricted to a very great extent and railway wagons can be booked only with the prior sanction of the authorities who control movements of paddy and rice from one place to another according to the need of individual regions. Most of the mills have not been able to work for a major part of the year, owing to lack of sufficient stocks of paddy, consequent on the introduction of these control measures, and to some extent owing to an unequal distribution of paddy among rice mills within the same locality. Apart from this, shortage of coal has been responsible for the gradual decline in the number of working rice mills, especially in Bengal, where several mills had to be closed down. There has also been a shortage of gunny bags for packing rice, especially in the province of Madras, while the difficulty of procuring parts of machinery such as belts, emery, etc., has been a great stumbling-block.

III. Size of Rice Mills.

The above factors have had some bearing on the employment of workers in rice mills. In some years, fluctuations in the production of rice crop has also been responsible for changes in the aggregate employment in rice mills in the area concerned. For example, in 1939, the failure of rice in Sind caused a decrease in the number of rice mills and a corresponding diminution in employment in that Province. This can, however, be only a special factor influencing the volume of employment in rice mills and operating in a particular region at a particular period. There are, on the other hand, certain important factors determining the permanent size of the rice mills in different localities, which may not be stated.

(i) Firstly, the type of rice milling machinery that is used bears relation to the number of persons employed to some extent. The machinery used may be either of the horizontal huller type, or of the self-contained or automatic sheller type. The use of the latter type does not require as many persons as the former, since the process of rice milling here is comparatively simpler. It reduces the part played by labour, because all the processes, *viz.*, paddy sieving, hulling, separating of husk from rice, shelling, and polishing, take place simultaneously and automatically. The automatic sheller is thus a labour-saving device, whereas the horizontal huller can be said to be a capital-saving device. The automatic sheller is of recent origin and is not so popular in Madras, Bengal, Bihar, Orissa, Punjab and Assam, as it is in the

Central Provinces and the Bombay Province. Most of the mills in Madras, Bengal, Bihar and Orissa are old and the horizontal huller which involves less initial cost has been widely adopted there.

(ii) Secondly, the extent of employment in a rice mill, especially of skilled workers, is influenced by the power employed to drive the engine. The engine may be driven either by oil or steam or any other form of motive power. An oil engine does not require as many persons to watch and attend as the steam engine does. The former requires only a driver and an oilman, whereas the latter requires some additional hands to act as fireman and boiler attendants. The following table shows the number of rice mills in the different provinces, according to the type of power used in driving the engine.

TABLE 3.

Number of Rice Mills in British India (according to the kind of power used).

Province.	Number driven by		Total.
	Oil Engines.	Other forms of power.	
Bengal	226	345	571
Madras	3,100	469	3,569
United Provinces	48	133	181
Central Provinces	14	329	343
Bombay	510	63	573
Sind	..	..	271
Bihar & Orissa	234	21	255
Assam	..	..	138
Punjab	?	?	290

From the above table, it would appear that oil engines are widely adopted in Madras, Bombay, Bihar and Orissa, where the average number of skilled workers employed in a rice mill may be relatively small. This is not, however, the case in Bengal, the United Provinces and the Central Provinces.

(iii) Thirdly, the extent of employment of workers, especially the unskilled, is based upon the proportion of raw rice to parboiled rice produced in the mills. In the mills producing parboiled rice, paddy is subjected to additional processes like soaking, boiling, drying and steeping, before the usual process of milling takes place. Hence, such mills have to engage more workers than mills producing raw rice. The total amount of parboiled rice produced in a province depends upon the consumption habits of the people and partly on the requirements of the export trade. Parboiled rice is produced mainly in Bengal, Bihar and Orissa, where, as can be expected, the average daily number of persons employed in a rice mill is greater than in other provinces, such as the C.P., the U.P. and Madras, in which a larger proportion of the rice produced is raw and not parboiled.

(iv) Fourthly, the combination of other operations with rice milling also has some effect on employment and on the size of factory. Rice mills, being mainly seasonal in character, may undertake side operations, usually in the slack season, or sometimes simultaneously with the process of rice milling in the busy season. A variety of side operations are carried on in rice mills, for example, oil extraction, flour milling, groundnut decortication and turmeric polishing. Of all these side operations, probably the most important are oil extraction and groundnut decortication. Other conditions remaining the same, a mill dealing with more than one product will employ more persons than one producing only rice.

IV. Location of Rice Mills.

Of all the industrial establishments, rice mills are the most diffused throughout the country and are found working practically in every book and corner of the country, although they are concentrated mainly in the provinces of Bengal, Madras, and Bihar, where the rice crop itself is mostly concentrated. The location of rice mills obviously depends, in the first instance, on the production of rice crop. In Bengal, the cultivation of rice is concentrated mainly in the districts of Faridpur, Noakhali, Midnapur, Chittagong, Tippera and Dacca. In Madras, a major part of the rice area is located in the East Godavari, West Godavari, Kistna and Tanjore Districts. In Orissa, the principal producing districts are Balasore, Cuttack, Puri and Sambalpur. In the Central Provinces, cultivation is centred in the districts of Raipur, Bilaspur and Durg; in Bihar, in the districts of Champaran, Muzaffarpur and Darbhanga; in the U.P., in those of Gorakhpur, Basti and Gonda; in Assam, in those of Sylhet and Kamrup; in the Punjab, in those of Kangra, Gujranwala, Sialkot and Sheikhupura; in Sind, in those of Larkana and Hyderabad; and in Bombay, in those of Kolaba, Ratnagiri, Thana and Kanara. Location of the industry is also based on the consumption habits of the people as well as on requirements of the export trade. Although consumption of rice is itself inelastic in India, we have to take into account the proportion of milled to hand-pounded rice that is consumed in each province, in order to estimate the importance of the rice-milling industry at each place. More than half of the amount of rice produced in Madras, Bombay, Sind and the Punjab is machine-milled. But taking the total quantity of milled rice in each province into account, Madras, Bengal, the C.P., Bombay, Bihar, and Orissa are important, and it may be noted that in all these provinces, there is a growing preference for milled over hand-pounded rice.

CHAPTER II.—SURVEY OF LABOUR CONDITIONS—General.

I. Process of Production.

Unlike wheat, barley or gram, production of rice involves additional processes before it is ready for consumption. Besides the agricultural operations such as reaping, threshing and winnowing, there is yet another process in the case of rice, namely removal of husk from the paddy. This may be done either by manual labour or with the help of a machine. Most of the crop in India is processed by manual labour. For instance in the year 1935-36, out of a total production of 23,443 thousand tons of rice, as much as 17,141 thousand tons was hand-pounded, while the remaining 6,302 thousand tons of rice was machine-milled. Thus, approximately three-fourths of rice production in the country is converted from paddy into rice by manual labour. "The labour involved in hand-pounding must be enormous and may be estimated as giving full-time employment to at least five and a quarter million people."* When manual labour is employed, paddy is husked either by hand *pestle* or by *dhenki* with the help of a few *kulas* and other crude instruments. Where the power-driven machine is employed, the processes of rice milling obviously differ from hand-pounding, and differ slightly according to the type of milling plant that is used, namely the huller or the automatic sheller.

Paddy is first poured into the paddy bin, wherefrom it falls into the paddy sieve. It is here that paddy is separated from all extraneous matter such as stones, straws and dust. After the sieving process is over, paddy is transferred from the sieve to the elevators, with the help of which paddy is

*Report on Marketing of Rice, p. 45. This is probably an over-estimate. See Appendix I.

conveyed and poured down into the paddy bin (hopper), which is arranged just above the sheller platform. The shoot in the hopper feeds the shellers with paddy for shelling and subsequently grinding takes place and husk is simultaneously removed. The shelled rice is conveyed to the grader, while husk is blown off by the husk-fan into the dust chamber. After passing through the grader, rice is thrown into the huller for purposes of hulling and polishing. In some cases, rice is again sieved in the bran sieve. In the case of the automatic sheller, the paddy is sieved and hulled, the products or hulling being automatically separated into husk, whole rices, broken and bran and the resulting rice finally polished in a pearling cone. The main advantage of this type is that some of the processes are simultaneously and automatically finished. Rice runs out through ducts straight into bags, whereas in the huller type, persons are engaged to carry rice to the storeroom in baskets. Another advantage of the automatic sheller is that husk is completely separated from other parts of the grain, without involving any further process, requiring manual labour. It also provides wastage in hulling to a large extent.

The above processes are applicable both to raw and parboiled rice alike. But boiled rice has to undergo some preparatory process before milling actually takes place. The bags of paddy are taken out and emptied into the masonry tanks, constructed for steaming purposes, where paddy is steeped in water. Paddy is then steamed and soaked in the soaking vats for about ten hours, and it is later boiled to a certain degree in special vessels such as iron drums, on a separate boiling platform. Then boiled paddy is brought down, spread on the drying ground and exposed to the sun for a day or two. After the drying process has been gone through to the required extent, the dried paddy is steeped and then taken into the mill to undergo the usual milling process. This process of parboiling has the object of toughening the rice kernel and at the same time loosening the husk in order to facilitate the operation of converting the paddy into rice. Another advantage of boiling is that it reduces breakage in hulling.

In brief, the main processes in a rice mill are shelling, hulling, grading and polishing. In the case of boiled rice mills, paddy soaking, boiling, drying and steeping are the additional processes before milling takes place.

II. Types of Workers.

The workers engaged in rice mills may be broadly classified as skilled and unskilled. The self-contained sheller employs a smaller number of skilled workers than the huller. Most of the skilled workers are paid by the time, generally for a month. Some are paid weekly in a few centres, e.g. in the district of Coimbatore in Madras. Some workers, for instance, those engaged in hulling are also paid at the piece rate, e.g. in some of the mills at Erode in South Madras. The following come under the category of skilled workers,—the *mistry* who is entrusted with the general supervision of the whole mill; the engine driver who works at the engine; the shellerman who supervises the sheller; the hullerman who watches the working of the huller; and the fireman and the oilman who start the engine and oil the parts of the machine. The other semi-permanent and time-rated workers in a mill are the watchmen and water-carriers. Casual workers (both men and women) are employed from day to day to carry on miscellaneous kinds of work and without any specific duty. These workers carry rice from one place to another or from one process of work to another in the factory. Rice is taken from the grader to the huller, from the huller to the store-room and back for a second polish, from the huller to the fan, and finally from the fan to the store-room. They are also engaged in separating stones and hay from paddy at the sieve, separating broken rice from whole rice, besides working as husk-carriers and sweepers. Among these workers, there is a head, who goes by the name of *mistry* or *sirdar*, who is paid

at a slightly higher rate than other workers. In some cases, there is a separate woman *mistry* for women workers, known as *sirdarini*. Apart from these time-rated workers, a separate category of workers are employed who are paid according to the piece rate. Generally, these workers are employed in weighing bags of paddy and rice, loading and unloading the bags, stitching them and carting them to the nearest transport point. They work in batches or groups and workers belonging to this *kata* batch are popularly known as *amalis* or *kata coolies* or *muta workers* in the province of Madras, and as *palladars* in Bihar. "Palladars or *hamals* are labourers who fetch and carry rice in the market. They load and unload rice in the carts, wagons, lorries, etc., assist in weighing and dressing the produce, stack the bags and generally make themselves useful. They are paid according to the work done and their wages are known as *palladari* or *hamali*."* Another type of work that is done by these piece-rated workers arises only in boiled rice mills. These workers also work together in batches, and each group is known as the boiling batch. They are mainly engaged as paddy boilers, soakers and driers. These boiling and drying coolies are known as *bhanpayiya*, *usuniya* and *pharsh coolies* in Bihar. Some of the workers belonging to this boiling group are known as *khalasis* in Madras. All the *kata* workers are invariably men, while women are mainly employed as paddy driers. Paddy driers, who are piece-rated workers, are employed only in boiled rice mills, and hence the average daily number of persons employed, particularly the unskilled, is greater in a mill producing parboiled rice than in one producing raw rice. However, it must be said that there is no standardization of occupations in rice mills especially in the case of skilled workers, and the nature of work that is done by each worker depends on the size of the unit in question. For example, in small concerns, the driver himself may act as a shellerman or even as a *mistry*.

III. Some Peculiar Features of Labour in the Industry.

There are some features which are peculiar to the rice-milling industry, which may now be noted here. At the outset, the *seasonal character of the industry* and the duration of both the active and the slack season-deserves to be taken into account. The duration of work in a rice mill varies from one place to another as it depends on the supply of paddy which is influenced by the vagaries of the monsoon. Referring to seasonal industries, the Royal Commission on Labour in India (1931) pointed out,† "Some groups are mainly seasonal in one province and mainly perennial in another. The big group here is the rice mills, which vary from small units working short seasons to large and virtually perennial factories." For the purposes of the working of the Factories Act, all rice mills in Bengal, Madras, Bihar, the U.P., Assam, Orissa and the C.P. and Berar are treated as perennial, while the mills in the provinces of Sind and Punjab are treated as seasonal according to *Statistics of Factories*. However, rice mills are active only during the period following the harvest, when there is abundant supply of stocks of paddy. The actual timing of the harvest differs from one province to another and consequently the duration of the busy season for a rice mill changes from one place to another. Secondly, rice mills producing parboiled rice may not be in a position to work during the rainy season. During the monsoons, the rice mills turning out parboiled rice have to operate on a restricted scale owing to the necessity of drying the parboiled paddy before milling. No steam drying plant, however, is employed in India, as in Burma, so that the paddy has to be exposed to the sun. "Heavy and intermittent rainfall, the high humidity which prevails during the rainy season and the fitful appearances of the sun are factors which generally slow up the production of rice in those areas in which the monsoon

**Ibid.*, p. 266.

† Report, p. 76.

is of some severity.”* Finally, the seasonability of imports, consumption habits and trade fluctuations may be said to be responsible in deciding the timing of the active season for the working of the rice mills. All the general characteristics of seasonal industries, as pointed out by the Royal Commission on Labour in the passage quoted below are found in rice mills.†

“ The main feature of nearly all the industries is that the workers are still essentially agriculturists, and the great majority live in their village homes. The degree of skill required is seldom great and the proportion of women employed is fairly large. The factories are not concentrated, but are naturally scattered over the areas producing the crops with which they deal. The small-scale factory is the rule and the large one the exception. The workers are generally quite unorganised and wages tend to be low.”

The fact that labour in rice mills is agricultural and rural leads to scarcity of labour in the agricultural season, as the workers go to their villages to harvest their produce. Consequent on the dearth of labour force in the season, the employers try to retain at least the minimum requisite number of workers by offering higher wage rates. This competition in wage-rates, in its turn, results in a rapid labour turnover in rice mills. Longer hours of work, overtime, overlapping shifts, employment of women at nights, and increase in the number of accidents due to overwork,—these are some of the other undesirable consequences. On the other hand, most of these workers cannot find work in the mills during the slack season, and they are faced with economic insecurity. As the workers in these concerns need not possess special skill, they are exploited by the employers according to their convenience and are paid very low wage-rates. The proportion of women employed is fairly large, as their labour is cheaper than that of male workers. As the factories are not concentrated, but are widely diffused in the rural parts of the country which are not easily accessible by the inspectorate, it becomes easy for the employers to evade all labour legislation. As the size of the factory is small, it is sometimes not possible for the employer (nor has he the incentive) to make any permanent and suitable arrangements regarding ventilation, sanitation or proper fencing in the mill, and to provide for any amenities of workers, such as housing, rest shelters or creches. In small factories, the working conditions vary quite considerably depending on the civic sense of the individual employer.

Another aspect peculiar to the rice milling industry is that most of the mills are let out for *lease* from year to year. Frequently there is a time-lag between the commencement of a new lease and the expiry of the original one. During this time-lag, the semi-permanent workers are not paid either by the outgoing contractor or the incoming leaseholder ! This interval may sometimes extend even up to one year, and the workers cannot either leave the mill or earn wages. As soon as the lease passes from one hand to another, the new leaseholder often likes to dispose of some workers who are working in the mill, and he tries to replace them by bringing along with him labourers who were working under his management in another mill. This leads to great insecurity for the workers who are exposed to unemployment at the time of the change of lease from one hand to another. Most of the leaseholders belong to the business community and are more concerned with their immediate profits during the lease than with the welfare of workers. The leaseholder, moreover, has no permanent interest either in the workers

*Report on Marketing of Rice, p. 125.

† p. 76.

or in the mill and consequently no permanent arrangements are even attempted in the direction of the welfare of workers or the upkeep of the mill. The contractor or occupier of the mill attempts to shift the responsibility of providing the operatives with tight dressing, or taking steps for the proper fencing of the machinery in the mill, to the next leaseholder, who in his turn does the same. The ultimate burden rests on the workers who are exposed to so many different risks. For instance, accidents occur owing to lack of proper safeguarding and fencing machinery and owing to the negligence of the employer in providing the worker with tight dressing. The first aid box is generally empty and awaits the arrival of a new contractor to be replenished, and it is the worker that suffers owing to lack of proper first aid. Owing to frequent changes in the management of a mill, the new contractor takes some time to understand the requirements of the workers as well as the obligations of an employer that are imposed by the Factories Act, and by the time he learns them, the period of lease comes to a close. As the Report of the Royal Commission of Labour points out, seasonal factories "are frequently leased for a few years or even for a season and the constant change of ownership involves constant re-education by the factory inspection department."* Thus the frequent changes in management consequent on the system of leasing out mills from time to time are mainly responsible for the unsatisfactory position regarding labour welfare in the rice mills.

Another peculiar feature of rice mills is that the mill owner or manager lets out the mill on a system of *hire* also. This system of milling paddy on hire is most common in the C. P., Bombay and Madras. The Royal Commission states : "In the Madras Presidency, it is common for the occupier to maintain the salaried staff and to let out the mill on the hire system to merchants who mill their own paddy with the help of the workers in their direct employ."† This practice complicates the problem of wage-payment, especially in the case of *kata* workers and other casual workers who are engaged from day to day. A joint wage is paid to these workers both by the original employer and the person who gets his paddy milled on hire. The former pays a portion of the wage in so far as the labourers are engaged in milling paddy that belongs to the mill, while the latter pays the remaining portion of the wage generally at the usual rate, when the work of hulling or polishing rice is undertaken on behalf of the hirer. Thus the workers have to serve more than one master, and depend on different persons for their earnings from day to day, while they are at the entire mercy of the leaseholders for their employment, from one lease to another.

IV. Enforcement of Labour Acts.

Broadly speaking labour legislation is treated with scant respect in the rice milling industry. The Factories Act is disregarded in several respects : the prescribed limit on working hours is not observed ; weekly holidays are not granted ; nor is overtime paid for. As multiple shifts are largely worked in most rice mills, it becomes difficult to detect irregularities in the observance of hours of work. Fencing of machinery, provision of sanitary conveniences, lime-washing, and display of factory notices are the exception rather than the rule. Likewise, the Maternity Benefit Act has been a dead letter owing to the recalcitrance as well as ignorance of employers, and the few cases in which benefit has ever been paid have been successful owing to the intervention of trade unions or well-intentioned factory inspectors. The Workmen's Compensation Act has suffered almost the same fate : accidents are hushed up, or if

**Ibid.*, p. 78. Also Report on the Marketing of Rice, p. 230.

† *Ibid.* p. 78. Also Report on the Marketing of Rice, p. 230.

that cannot be done, payment is made of a pittance by way of lump-sum settlement. The Payment of Wages Act is being widely evaded. Wages are not settled even once a month in some places, and the employers have developed the interesting practice of maintaining duplicate wage registers—one for actual payment and another for the factory inspector.

The general tendency of evasion of law is helped by several factors. In the first place, rice mills are neither wholly seasonal nor wholly perennial, although they are classified as perennial for the purposes of the Factories Act in all provinces except Sind and the Punjab. As some of the legal provisions apply by reference to the perennial or seasonal character of the industries, it is possible for the employer to interpret them so as to suit his own convenience. The employers, being more interested in the rice trade than in the milling industry, have little interest in giving a fair deal to the workers. Moreover, as stated earlier, frequent changes in management owing to transfer of leases etc. also vitiate even the possibility of such an interest. Secondly, illiteracy and lack of organisation among the workers enable the employer to exploit them with ease. Even if, in rare cases, the worker is aware of his or her rights under the law, a demand for compensation in the event of accident or for maternity benefit is never pressed. The absence of trade union activity among these workers is indeed a great stumbling block in the way of enforcement of labour laws. Thirdly, as the industry cannot provide continuous employment throughout the year, there is a preponderance of casual and temporary workers, who are thus exposed to all the risks and inequities of industrial employment without being able to acquire or enforce rights. Employers take advantage of this factor and offer low wages; for, most of these workers are unskilled and the supply of labour is cheap and plentiful. Finally, the universal deficiencies of factory inspection also contribute to the general malaise. The inspectorate is not inadequate but its powers are often limited. In Madras, for instance, each Assistant Inspector of Factories is entrusted with a jurisdiction of three districts. In Orissa, there is only one whole-time Inspector for the entire Province. The visits of Inspectors are very rare in these mills in most provinces. Moreover, some rice mills are not covered by certain measures of labour legislation in Bombay. There is little decentralisation in the administration of factory inspection in the Central Provinces, and consequently the Inspectors often find themselves unable to come to grips with employers. Rice mills undoubtedly present a special problem in factory inspection, for, not only are they intermittent in regard to their operations, but they are also scattered throughout the country in urban as well as rural areas, and hence there is great need of both enlargement of inspectorates and decentralisation of powers.

CHAPTER III.—MADRAS.

The rice milling industry is more developed in the Province of Madras than in any other province in British India. Broadly speaking, there are two reasons for this. Firstly, the Madras Province stands second among all the main rice-producing areas in the country in the acreage under rice as well as in the quantity of rice production; while it ranks almost first with regard to the average yield of rice per acre. Secondly, rice is the most important staple food of the people, and the demand for it is inelastic throughout the year. The importance of rice-milling in Madras is also due to the high proportion of milled rice that is consumed by the population as compared to the consumption of hand-pounded rice. As much as 62 percent of the rice produced in Madras is machine-milled while only 38 percent is hand-pounded.

I. Employment.

There has been a rapid growth of this industry in the Province, and the number of units together with employment of labour is expanding from year to year. More than half the number of perennial rice mills in India are located in Madras* employing roughly half the number of labourers engaged in the country as a whole. The increase in the number of rice mills in Madras and employment of labour therein since 1934, is shown in the following table :—

TABLE 4.

Number of Rice Mills and the Average Daily Number of Workers employed in Madras since 1934.

Year.	No. of Rice Mills.	Average daily number of persons employed.
1934	341	11,070
1935	428	13,902
1936	440	14,307
1937	470	15,757
1938	491	16,189
1939	495	17,091
1940	512	17,906
1941	536	18,537
1942	729	21,564
1943	832	23,690

Consumption of parboiled rice is an exception rather than a rule in Madras. There has been some prejudice against the use of boiled rice on religious grounds. The consumption of parboiled rice is becoming popular recently, especially among the poorer classes, owing to the relative advantage of boiled rice in relation to price and better preservation. Moreover, exports from two-rice-growing districts in the Province, namely, South Arcot and Tanjore to Ceylon are mainly composed of parboiled rice. Thus, the proportion of raw to boiled rice milled in the Province depends on the consumption habits of local inhabitants as well as the requirements of the export trade. According to the Report on the Marketing of Rice (p. 44), only 32 per cent. of rice produced in Madras is parboiled.

The control measures regarding the movement of stocks of paddy and rice, and also the measures of rationing recently introduced in the Province have had some effect on the employment of workers in rice mills. Paddy and rice cannot be exported from one place to another by private individuals, and all stocks have to be delivered to Government agents. The activities of rice mills in purchasing paddy and selling rice are controlled by the Government by reference to the requirements of the Defence forces or of the Grain Purchasing Officers or of the rationed areas. The quantities allotted to different mills vary widely according to these arrangements. As a consequence, the number of days worked by each mill and the amount of employment offered vary greatly from one mill to another. Certain mills have constant and heavy work, while most of the other mills have no work for more than fifteen days in a month, owing to the lack of paddy. For example, some rice mills at Tirupur and Erode were closed at the time of investigation, and some others were working only for a few hours in a day. These mills are not allowed to import paddy from the district of Tanjore as before, as a result of the ban on such imports. Similarly, 12 out of 17 mills in Ellore are idle. It was stated by the President of the Rice Mills' Association at Ellore that the mills taken up by the Grain Purchasing Officer are sustaining losses and have been closed since September 1944. Whatever be the reason of the closure, drivers,

*Vide Statistics of Factories, 1942 and 1943.

coolies and other workmen employed in the mills are now thrown out of employment in them in the Province to the total number of workers and rice mills Ellore points out, only 77 out of the total of 400 workers are employed at present. Some of the rice mills in the Province have also had to stop work owing to the difficulty of procuring mill parts such as belts, and other necessary materials such as emery, cement and white cloth.

On account of the reasons stated above, rice mills vary largely in size as well as in regard to the number of days worked during a given period. Normally, the number of persons employed in a rice mill may vary from ten to hundred. The following table shows the frequency distribution of the number of workers employed in the Province in the years 1939 and 1942 :—

TABLE 5.

Frequency distribution of the number of Rice Mills in Madras according to the number of workers employed in 1939 and 1942.

Average number of persons employed.					No. of concerns in 1939.	No. of concerns in 1942.
Below	10	..	..	..	15	59
Between	11 and 20	..	..	..	78	181
	21 and 30	..	..	..	113	211
	31 and 40	..	..	..	107	105
	41 and 50	..	..	..	66	63
	51 and 60	..	..	..	41	43
	61 and 70	..	..	..	34	26
	71 and 80	..	..	..	18	12
	81 and 90	..	..	..	8	10
	91 and 100	..	..	..	3	3
Over	100	..	..	..	12	16
Total					495	729

This table reveals that most rice mills employ on an average between 10 and 40 workers per day. The biggest rice mills employing more than 100 workers per day, are located at Tadepalligudem, Nidadavole and Akividu in the West Godavari District, at Gudivada in the Kistna District, at Shiyali and Vijayapuram in the Tanjore District and in Mannachanallur in Trichinopoly. Rice mills combining operations of groundnut decortication and oil extraction are equally big at Amudalavalasa and Vizianagaram in the Vizagapatam district and at Tadepalligudem in the West Godavari district.

Next, the seasonal nature of rice mills in general may be taken into consideration. Rice mills in Madras are considered to be perennial according to the definition under the Factories Act. This means that all of them are working for more than 180 days in a year. They are active during the months of large supplies of paddy. In actuality, however, mills work intermittently throughout the year, since rice is the most important crop and also staple food of a very large number of inhabitants in the Province.

Rice mills are scattered throughout the Province, but they are more concentrated in some centres than in others. "It is significant that rice mills are most concentrated in those districts in which density of population is high and local production of considerable magnitude".* A regional study of Madras reveals that rice mills are more numerous in the districts of Tanjore, West Godavari, East Godavari and Kistna. In the year 1942, there were 91 rice mills in West Godavari district, employing about 5,038 workers; 81 in East Godavari employing 1,963 workers; 74 in Kistna employing about 1,500; and 64 concerns in Tanjore providing employment for 747 labourers.

*Report on the marketing of rice in India, p. 227.

A reference to the proportion of number of the concerns and workers employed in them in the Province to the total number of workers and rice mills in India as a whole may indicate the premier position of the Province. Out of a total of 49,041 persons employed in all rice mills in India in 1943, 23,690 workers, constituting 48 per cent. of the total number of workers, were employed in this Province. Similarly, out of 1,412 units in India, 729 or 52 per cent. were located in the Province. It was possible to conduct the *ad hoc* survey on a sample basis in five districts. The following table indicates the centres and number of units chosen in each centre :—

TABLE 6.

District.	Centre.	No. of rice mills investi- gated.
Kistna	Masulipatam	7
"	Gudivada	5
"	Bazwada	7
Guntur	Guntur	5
"	Tenali	8
West Godavari	Ellore	5
"	Tadepalligudem	3
"	Nidadavole	3
"	Palakol	4
East Godavari	Rajahmundry	4
"	Coconada	5
"	Tuni	3
Coimbatore	Tirupur	5
"	Erode	5
Total ..		69

Types of Workers.—The staff of workers concerned with the engine is invariably composed of male adults and adolescents. They are engaged as engine-drivers, electricians, firemen, fitters, hullermen, shellermen and oilmen. Men are also employed for coolie work as piece-rated workers, and these are known as *amalis* or *kata coolies* (in North Madras) or *khalasis* (in South Madras). They work as bag stitchers, weighers, paddy boilers, soakers, driers and millers. Women workers are also employed for the same work in some of the southern districts of the Province. Paddy boiling is carried on only during nights, and women workers are not employed for this. But the process of drying and steeping the paddy takes place during the day, and the employment of women for that work is common in the southern districts. Women workers in rice mills form nearly 48 per cent. of the total number of workers in rice mills in the district of Coimbatore. In other districts, the proportion is smaller. Women are employed for the purpose of carrying husk and rice in baskets from one place to another, or from one process of work to another in the factory, as from the grader to the huller from the huller to the store-room, from the store-room to the huller (for a second polish) and so on. They are also engaged in separating stones and hay from paddy and broken rice from whole rice, and in sweeping. Such work is done by male workers as well, though women are preferred, since they are more suited for this work and also their labour is cheaper. Employment of children in rice mills is not common, but stray cases of such employment were found here and there. The following table shows the average daily number of workers employed in rice mills in Madras, classified under adults, adolescents and children. According to the table below, rice mills in Madras employed 64.5 per cent. men, 33.7 per cent. women, 1.5 per cent. adolescents (male and female) and .3 per cent. children in the year 1942.

TABLE 7.

*The Average Daily Number of Workers employed in Rice Mills in Madras—
(1939 and 1942).*

Year.	Men.	Women.	Adolescents.	Children.	Total.
1939	11,360	5,668	36	27	17,091
1942	13,904	7,272	328	60	21,564

Sources of Labour.—Almost all labour employed in rice mills is local. Labour is fairly plentiful in the centres investigated. In a few cases, labourers drawn from surrounding areas, have settled almost permanently in the locality. For example, local labour is not plentiful in Gudivada, where the local working class is mainly engaged in agricultural work. Thus, some workers who are at present employed in the mills at Gudivada and Bezwada originally belonged to the Nizam's Government. Similarly, a part of labour in Guntur immigrated from Ongole and Palnad talukas, and workers in Tenali came from Narasaraopet, Palnad, Padmata and from distant districts of Kurnool and Nellore. Workers in the districts of West Godavari, East Godavari and Coimbatore belong to their respective localities and are not drawn from other places.

Recruitment.—As there is no dearth of labour in rice mills, the problem of recruitment is not very important. Workers join the mill of their own accord, and are recruited directly by the employer. For instance, women workers at Erode come to the mill in the evening and ascertain from the mill-owner the number of bags that have to be handled for the purpose of drying, and the required number of workers attend to the work the next morning. If at all new hands are required at any time, workers are ready to join the mill on being intimated through those who are already working in the mill. Sometimes, when a worker absents himself or herself for a short period, the worker sends a *badi* (substitute), who shares the wage along with the old worker; or the *mistry* is asked to fetch new hands. It also happens that the existing number of workers work for more hours than before and complete the work without the help of new hands. Where the workers' unions are well-established, they assist the employers in recruiting new workers, both skilled and unskilled, and act as an agency for recruitment. The system of recruiting skilled workers at Bezwada was found slightly different from that in other places. Though the individual employer recruits the workers directly, he is guided by the mill supervisor on whose recommendation alone the worker is entertained. Besides the mill supervisor, each mill has a separate *mistry* to recruit the time-rated unskilled workers. Similarly, the piece-rated workers are under the control of a *mistry* of their own, who takes the responsibility for the employment of workers and the disbursement of their wages. Strictly speaking, the employer may be said to employ and pay all workers directly, but he takes the help of a middleman who also works in the mill. The *mistry* is paid at almost the same rate as any other worker, but gratuities are specially paid to him by the employer from time to time. Moreover, all workers generally tip the *mistry* once or twice a month, so as to be in his good books. Consequently, the *mistry* earns on an average more than others and, at the same time, does less work than other workers in the mill. In most cases, a woman *mistry* is not separately employed, and recruitment of female workers by a male *mistry* gives scope to abuses.

The system of recruiting piece-rated workers in some parts of the Province has peculiarities about it. In some centres of the East Godavari District, namely Rajahmundry, Coconada and Tuni, the *katu* workers in each centre form themselves into a *jattu* or group each with a *mistry* at its head. If a

worker wants to join the *jattu*, he is admitted only on payment of Rs. 30 which is equally shared among all the members of the group including the incoming member. This amount serves more or less as caution money, and is returnable to the worker whenever he leaves the *jattu*, with the consent of the other members. There is no malpractice connected with this system of recruitment.

Workers in rice mills need not possess special skill, as in industries like Glass or Shellac, and hence the problem of supply of labour is not acute in these concerns. There are many unskilled workers who are prepared to work in the mill for six or seven months in a year, and leave the mill in the agricultural season and go to work in the fields. The contact of workers with agriculture and their connection with the village leads to scarcity of labour in the mills in the transplanting season, which may vary from one district to another. But workers are often detained in the mill to the required extent even during the season by enhancing the wages rates of the workers; while agricultural work in the village is attended to by other members of the joint family. The employer has to obtain labour from other places only at the time of a strike in the locality. For example, when there was a general strike of workers in all rice mills at Bezwada, labourers were invited from Gudivada, Kaikalur, Pamarru and other surrounding towns and villages. Those who are working in rice mills in the villages are always ready to come and work in the town mills, since in the villages wages are lower and the conditions of employment, e.g., shifts and hours of work and payment of wages are worse than in towns. Besides, the lure of town life attracts them to work here. Owing to better conditions of employment and the attractions of town life, the workers in the villages are no longer pushed but pulled to the town. The employer tries to take advantage of the eagerness of the village worker to work in a town, and whenever any trouble arises with his workers, threatens to import labour from the rice mills in the villages, which are often managed by the same proprietor.

Length of Service.—All workers in rice mills, either skilled or unskilled, are considered to be temporary from the point of view of the employer. But labourers generally stick on to a mill, and resort to work elsewhere only when work is not available in the mill. They are prepared to return to the original mills as and when they can find work there. But the same is not the case with the skilled staff, who are paid monthly wages. When once a worker is employed in a mill, he gets the wage for the whole month, irrespective of the fact whether the mill works or not during the period. They enjoy certain privileges. For example, they are entitled to one or two months' leave in a year without loss of pay, though the actual period of such leave is not fixed but arbitrary, depending upon the mutual relationship between the employer and the individual employee. They also receive bonus and some allowances, which are denied to the casual workers. Consequently, the monthly-paid workers are more permanent and long-standing than other workers who get their wage only on days when the employer provides work. The average length of service of skilled and other monthly-paid workers (e.g., watchmen and sweepers) in a concern is usually higher than that of other workers. In most of these mills, the *mistry* who is entrusted with the general supervision of the mill, is often an old man, who has been employed in the mill ever since its construction. The same is the case with the driver, the shellerman, the hullerman and the oilman, whose services are generally much longer than those of *kata* workers or casual workers.

The system of letting out the mill for lease for a particular period has its own effect on the length of service. If the mill is leased out from year to year, frequent changes in the management of the factory have an adverse effect on the continuity of the service of the workers. Most of the mills in

Gudivada, Bezwada, Tenali, Guntur and other places are given on lease to contractors and the period of lease varies from one to five years. Though the workers are not summarily dismissed on the arrival of the new contractors, some of them do not like to work under the new proprietors for reasons known to themselves. During the time-lag that takes place between the new contractors undertaking the lease and the old contractors going out the workers are not paid either by the outgoing or by the incoming lease-holders. Such time-lag may sometimes extend upto two years, and some workers have to stick on to the mill during that period without receiving any remuneration. In some cases, the owner of the mill and the lease-holder enter into a written agreement that the *mistry* of the mill should not be removed on any ground. But there is no such understanding with regard to the other workers. Whenever the lease passes from one hand to another, the new proprietor often brings along with him a new batch of workers who were previously working under him. The system of leasing out rice mills is very common in the region and the result is that there is a frequent overhaul of the existing group of workers, who are faced with insecurity from time to time owing to temporary unemployment. The *muta* (group) workers also change with every change in the lease of the mill. The workers often change from one group to another with the change of their *mistry*. In one case, it so happened that the death of the *mistry* of a group working in a mill at Gudivada resulted in a complete reshuffling of the members in that group. As between *kata* workers and others the former category stays longer than the latter. *Kata* workers can be working in the mill even though it is closed for two or three days.

As regards other coolies engaged on a daily wage, women are more permanent than men, probably because female labour is less mobile from one occupation to another and also from one place to another. Women cannot be engaged for heavy work and they do not usually leave the place where they have once for all settled. But when maternity benefit is claimed and at the same time obtained by the woman worker as a result of intervention by the local union or by the Inspectorate, she is not obliged to leave the mill, but loses the prospect of fresh employment, in any mill in the locality !

As rice mills are small in size, and seasonal in character, the employment of workers is not quite continuous. No record regarding the length of service of any operative is maintained at all. As most of the mills are not directly managed by the owners themselves, but are let out for lease from time to time, detailed figures for the length of service of workers could not be had in all places, as the new lease-holders did not possess the old muster-books. However, some figures were obtained in a few centres. The following table gives the length of service of the workers in rice mills investigated in some centres :—

TABLE 8.
Length of Service of Workers in Rice Mills.

Centre.	Between 0—1 yr.	Between. 1—5 yrs.	Between 5—10 yrs.	Over 10 yrs.	Total.
Masulipatam	50	100	64	35	249
Gudivada	276	83	17	17	393
Bezwada	44	33	17	36	130
Guntur	111	78	19	22	230
Tenali	146	75	27	58	306
Ellore	20	29	13	3	65
Tadepalligudem	232	116	81	3	432
Nidadavole	30	40	30	15	115
Palekol	2	116	72	11	201
Rajahmundry	6	10	6	30	52
Coconada	40	52	30	89	211
Tuni	..	30	3	1	34
Total	957	762	379	320	2,418
Percentage	39.5%	31.5%	15.6%	12.4%	100%

Labour Turnover.—The above tendency that most of the labourers do not stay continuously in a mill leads us to the problem of labour turnover. As the rice-milling industry is seasonal, in its operations, it offers employment for a larger number of persons in the busy season than in the slack season. At the time of the harvest, the women workers in factories go to field work and are engaged in agriculture. Thus labour turnover arises due to seasonal immigration of labour from the factory to the fields. In the slack season, the casual workers are obliged to leave the mill which cannot work incessantly owing to lack of regular supplies of paddy. Labour turnover, particularly among women workers arises from the fact that they leave the mill temporarily and participate in preparing hand-pounded rice. This points to the intimate connection between workers engaged in harvesting, in rice-milling and in hand-pounding. When there is no work in rice mills, the workers resort to employment elsewhere : for example, in the local tobacco factories or the jute mill at Guntur, in the cotton gins at Tirupur and Erode, and in the military construction work at Coconada. The *kata* workers are engaged in carrying rice from the military station or the local rice mills to the local co-operative stores or to ration depots in each centre.

Almost all workers who leave the mill go of their own accord, and cases of retirement or dismissal are very few. The following table shows the extent of labour turnover during a period of nine months, from January to September 1944 in some of the mills and centres investigated.

TABLE 9.

Labour Turnover in Rice Mills in some Centres of the Madras Province.

Centre,	Average No. of workers employed between Jan. and Sept. 1944.	Permanent workers who left.	Temporary workers who left.	Total left.	Percentage of labour turnover.
Masulipatam	169	5	51	56	33.1
Gudivada	186	7	80	87	46.7
Bezavada	413	15	120	135	32.7
Guntur	232	..	104	104	44.8
Tenali	392	5	127	132	33.7
Ellore	135	..	41	41	30.4
Tadepalligudem	426	..	77	77	18.0
Nadadarole	220	..	34	34	15.4
Palakol	143	..	35	35	24.4
Rajahmundry	52	..	7	7	13.4
Coconada	221	..	24	24	10.8
Tuni	95	..	17	17	17.9
Total	2,684	32	717	749	27.9% (Average).

Attendance registers are not maintained up-to-date in the mills, and in some cases, the *muster* is not maintained at all for some labourers. In fact, the manager of a mill at Guntur admits that labour turnover among casual labourers is so rapid that the names of such men are not entered in the attendance register for this reason ; and that if the attendance registers are to be properly maintained, the register would have to be changed once in every three or four months, instead of once a year.

The extent of labour turnover in a mill depends on the peculiar circumstances relating to the mill, such as the period of lease so far elapsed and the mutual relationship between the employer and the employee. As the term of lease is drawing to a close, labour turnover tends to be high, since workers try to seek employment in other mills before the expiry of the lease. Labour

turnover may also depend on arbitrary reasons. A worker may join a mill temporarily out of necessity, and as soon as an opportunity arises, he may leave for another mill, because the work is of shorter duration owing to the use of electricity, or because the latter is nearer to his hut. Labour turnover is particularly low in centres like Tadepalligudem where the mills are big enough to provide even casual workers with employment throughout the year.

Absenteeism.—Broadly speaking, absenteeism among workers in rice mills is very low. The casual workers are not permitted to take any leave and they cannot afford to absent from work unless they are compelled to do so owing to sickness. Absenteeism figures of these mills are unreliable since the practice in some centres is to mark all workers absent when the mill is closed, even though some of them did not forgo wages on those days. In some centres, the worker is marked absent for all the preceding days of the wage period when the worker has joined in the midst of one wage period and another. Attendance registers are maintained only with a view to calculating the total wage bill of the worker during a particular period, and as such an exact idea of absenteeism cannot be obtained from these books. The following table gives some figures for absenteeism in the units that investigated at Tirupur and Erode :—

TABLE 10.
Absenteeism in Rice Mills (at two centres).

Unit No.	Centre.	May 1939.			May 1943.		
		Possible man-days	No. of days absent.	% of absenteeism.	Possible man-days	No. of days absent.	% of absenteeism.
1	Tirupur ..	3,839	564	14.0	1,604	300	18.7
2	" ..	1,161	130	11.2	812	207	25.2
3	" ..	1,351	120	8.9	1,131	406	35.8
4	Erode ..	3,740	338	9.0	1,912	301	15.7
5	" ..	1,824	281	14.2	3,813	700	18.3
6	" ..	1,350	491	36.4	364	6	1.6
7	" ..	630	21	3.3	..	..	..
8	" ..	580	198	34.1	346	136	30.6
Average ..		..	..	16.4	..	..	20.8

According to the above table, the percentage of absenteeism in rice mills is higher now than before the war. It may be mentioned that absenteeism is not great immediately after the pay-days, as the workers generally take advances from the employer before the lapse of the wage period.

II. Working Conditions.

Of all the industrial establishments which work multiple shifts, rice mills form the biggest group. In the year 1941, out of a total of 538 rice mills, 207 concerns had multiple shifts. Out of 69 rice mills investigated in Madras, 15 were working one shift, 52 two shifts and 2 three shifts. Only 15 of them were working both day and night. Owing to scarcity of paddy, there is not so much work for these concerns in many centres as to necessitate working night shifts. At present work at night is only confined to the boiling process in the boiled-rice mills. Overlapping shifts are not employed in rice mills and only 5 out of the 69 investigated units have overlapping shifts. Almost all mills having overlapping shifts were of large size and were situated in the West Godavari District. Provision is made for special shift arrangements for the engine workers, especially the firemen who have to come earlier to the mill than other workers. In some cases, the shift of women workers is slightly different from others, as they cannot start from their homes so early as the male workers. Such special shifts were found only in 14 out of the 69 mills. The number of shifts and their duration varies from one mill

to another, and from one locality to another, depending on various factors, such as the volume of work and the number of workers. A statement showing the actual hours of work and shifts of work in rice mills in the centres investigated is given in Appendix II. Broadly speaking, shifts and hours are not properly observed in these concerns, particularly in the active season. The Factory Workers' Union, Bezwada, represents that shifts are not at all observed in the case of the engine staff. In some mills, work is carried on as a continuous process and not by shifts, though it is alleged by the employer that workers are employed in two shifts. The Inspector of Factories has often remarked that adult workers were found working outside the specified hours. The *kata* workers work both day and night when the paddy arrives at the mill. Paddy boiling is undertaken only during nights and women workers are employed during nights, *e.g.*, in some mills in the district of Coimbatore. In most of the places, the time-keeper cleverly changes the hands of the clock, so as to extract work for more hours in a day ! But this tendency has to some extent been discouraged since the local trade unions have gained in power. In some of the mills, shifts are said to be observed, but there is no clock anywhere on the mill premises ! Sundays are declared to be holidays in all centres, but some mills at Gudivada are working even on Sundays with the permission of the Grain Purchasing Officer. In some centres, where the mills are busy, they are not closed even on festive days, and only some shifts are dropped. In other centres such as Bezwada and Tenali, the workers have decided not to work on Amavasya (new-moon) days, when the general body of the workers' union meets at the centres. Where the wage rates of casual workers are very low, the same worker permits himself to be engaged in both the shifts, as work in one shift does not enable him to make both ends meet. No records for overtime are maintained in any rice mill since overtime work is not paid for at all. As the working of multiple shifts is common in rice mills, it is very easy for the employer to evade the Factory Act, with respect to the duration of work. One of the main objections to the working of multiple shifts is that inspection and supervision become extremely difficult and that manipulation of registers becomes possible. This objection applies particularly to these mills.

Ventilation, sanitation, etc.—Most of these rice mills are small and old and are housed in the most unsuitable buildings. Only factories which are new are built on a well-planned basis, but they are very few in number. Some of the mills built on the old model have got the appearance of caves without light or free air. Consequently work is carried on in them with the help of petromax lights even during day time. Only a few of the mills are electrically lighted and in most of the mills night work is carried on with kerosene lanterns. Sanitary rules are observed only in name to satisfy the provisions of the Act. The entire premises of some mills are filthy. The flooring needs repair ; latrines have to be tarred and limewashed both inside and outside ; drains are full of dirt ; ashes of husk come out of the chimney in large quantities and spread in the compound ; and the surroundings of the mills are filled with husk and rubbish. The condition of latrines is so bad that no worker can make use of them. Unfortunately in some mills, the doors of exits from the premises are locked at the time of work, with the result the workers are compelled to make use either of these filthy latrines, or of the mill premises for calls of nature. There is hardly any moving space within the mill, as it is occupied with bags of paddy and rice, and lack of sufficient moving space results in accidents as well.

In no mill are there any rest shelters, where workers could rest during rest intervals. Workers have either to go to their dwellings which are one or two miles away from the mill, within the short period of their interval, or they have to take their food in the godown or the verandah or some corner of the

mill. Generally, water is supplied in all mills during summer, though no steps are taken to keep it cool and uncontaminated. No steps have been taken to start a canteen or a grainshop in any rice mill. But before rationing of rice was introduced, the employers used to sell broken rice to workers at the market rate and make a deduction from their wages to the extent of the value of the purchases. For some time, mill workers at Masulipatam and Bezvada were given *chits* (tokens of paper) by the employers, on presentation of which the worker could buy rice at a cheap rate in the poor peoples' depots, which were started by the mill-owners, on the advice of the District Collector. But no such arrangements exist at present, and as the workers' unions have pointed out, it may be paradoxical to note that workers in rice mills do not get enough rice !

Above all, the two chief evils that are to be tackled by rice-mill-owners are : (i) the dust menace, and (ii) the smell nuisance caused by accumulation of water in the paddy soaking tanks. Some of the mill-owners have taken care to prevent the dust menace by providing dust-collecting bags at the huller and the fan discharges. These measures must be widely adopted, and the paddy-soaking chambers must be regularly flushed out.

III. Wages and Earnings.

As already stated, all unskilled workers are treated as temporary. The skilled and monthly-paid workers are treated somewhat differently from casual workers. They can take leave for 1 or 2 months in a year without loss of pay. They are also entitled to dearness allowance in some mills, and get bonus and gratuities which are denied to casual workers. There is no principle according to which the wage rates of different workers are fixed. No grade or scale of pay is offered even in the case of the monthly paid staff. The wage rates have been increased from time to time in every centre, where the employer is persuaded to do so by the local authorities or by the trade unions. Thus, the wage rates in the mills at Tenali were increased as a result of the intervention of the Deputy Collector. They were increased by As. 4 per Re. for the skilled workers, As. 10 per 100 bags of paddy in the case of the *kata* workers, and As. 1 and 2 per day for male and female coolies respectively. The present wage-rates in rice mills at Tirupur have been fixed by the Labour Conciliation Officer, Coimbatore in consultation with employers and workers. In some centres, either the workers' union or the employers' association has been sufficiently strong to fix the wage rates of different categories of workers in all concerns. For example, the Muta and Maistries' Union at Bezvada has fixed the minimum rates of piece workers and the printed form of wage rates has been distributed among all the local mill-owners. The Employers' Association at Tirupur has decided to pay the workers in rice mills according to a certain schedule since 1st October 1944, when the rates were enhanced as the labourers were reluctant to work in rice mills at the previous level of wages.

Period of Wage Payment.—Monthly-paid workers are paid once a month, while other time-rated workers are paid either once a day or a week. The piece-rated workers, known as *amalis* or *kata* coolies are paid once a week. Generally there is not much time-lag between the end of the wage-period and the actual time of wage-payment. All the wage-payments are made regularly, the monthly-paid staff is paid before the fifth of every month, while other workers are paid either after the day's work or once a week, mostly on Sundays. But, in one case, the Factory Inspector points out that wage-payment on a weekly holiday is not allowed. The explanation offered by the employer is that workers themselves desire that wages should be paid on Sundays so that they can attend the local fair which meets on Sundays. In this connection, it may be mentioned that there has been of late a change in the time of wage-payment in respect of the *kata* workers at Bezvada, on the eve of the general

strike that took place in the centre. The *kata* workers are no longer paid weekly or monthly as before, but they are paid once a day. It seems this change in the time of wage-payment has been brought about with a view to dispensing with the services of workers on any day the employer wants, thus reducing their position to that of any casual workers.

Advances are made to the monthly-paid workers against wages from time to time, and are deducted from the wages in course of time. Advances are paid as many times in a month, as the worker requires, though the amount is limited to the extent of one month's wage. But no advances are given to casual and temporary workers, whose stay in the mill is most uncertain.

System of Wage Payment.—Some of the workers in rice mills are paid by the piece and others are paid by the time. In North Madras, *kata* workers are paid by the piece, while all others are paid by the time. But the practice is different in some centres of South Madras, such as Tirupur, where even the paddy-carriers and the paddy-driers are paid by the time. In Erode, on the other hand, the gunny-stitchers are paid by the time and not by the piece as in North Madras. The following table shows, the relative proportion of time and piece workers in the rice mills investigated at some centres in Madras :—

TABLE 11.

Number of Time-rated and Piece-rated Workers in Rice Mills.

Centre.	Time-rated workers.	Piece-rated workers.	Total.
Masulipatam	170	59	229
Gudivada	290	109	399
Tenali	297	95	392
Guntur	161	71	232
Bezwada	242	171	413
Ellore	98	41	139
Padepalligudem	247	158	405
Nidadavole	132	109	241
Palekol	99	100	199
Rajahmundry	40	35	75
Coconada	145	76	221
Tuni	67	28	95
Erode	30	92	122
Tirupur	158	27	185
Total	2,176	1,171	3,347
%	65%	35%	100%

Generally, all the piece-rated workers engaged in rice mills are males, as the work that is done by them is heavier and entails more strain. But in South Madras, women are also employed in the work of paddy drying and boiling.

Piece Wages.—The piece-rates are given in Appendix III showing the pre-war and the present wage rates. Information regarding piece rates as they prevailed in the pre-war period was not available in some centres for certain types of workers. It may be said that the piece rates have risen, on an average, by 25 per cent. *Kata* workers have less work to do in rice mills, ever since Rationing of rice was introduced in the province. The piece rates at some centres like Tenali and Tadepalligudem are extremely low. Among piece-rated workers, the drying batch earns more than the *kata* batch on an average, since the work done by the former is more difficult. They can also work for more days in a month in the boiled-rice mills. A worker belonging to a *kata* batch earns per day on an average, between As. 8 and Re. 1, for about 14 days in a month, while a worker belonging to the boiling and drying section earns per day between As. 10 and Rs. 1-5-0 for about 20

days in a month. In South Madras, the *kata* workers and paddy-driers who are paid by the time get Re. 1 per day (in the case of a paddy drier) and As. 8 per day (for a male and female *kata* workers respectively). Thus, the position of the piece-rated workers in rice mills is not much better than that of casual workers who are paid from day to day. Hence the *kata* workers are no longer depending on their earnings in rice mills, but seek work elsewhere for supplementing their earning.

There is a special point to be noted with reference to the position of the piece-rated workers in some of the centres investigated. In order to assure a minimum wage, the employers in the East and West Godavari districts pay a minimum of one rupee per day to every *kata* worker on all days worked by them, even though the work that is turned out by an individual worker did not enable him to get a rupee according to the prevailing piece rates. This system of giving a minimum wage to piece-rated workers is admirable and it may be copied with advantage in other centres. *Kata* workers are now much better-off in centres like Palakol, Nidadavole, Rajahmundry and Coconada than at other centres, where the minimum wage system is absent.

Wages of Monthly-paid Staff.—The average earnings of the monthly-paid workers are shown in Appendix No. IV. The average in each centre is calculated on the basis of wage-rates of individual workers in the mills investigated in different centres. In all the centres, the engine *mistry* earns the maximum among these workers. Next comes the drivers, the shellerman, the fireman, the hullerman and the watchman in due order. A comparison of pre-war and current wage rates in respect of these monthly-paid workers shows that on an average, the wage rates have been gradually enhanced by about 30 per cent. The exact increase with regard to each type of workers is shown in the Appendix. There are some special reasons that explain the relatively low level of wage rates of these workers in some centres. For instance, the wage-rates of workers at Bezvada were lower than in other centres till April 1944. This was partly due to competition amongst workers in the town and those from the neighbouring villages, and partly owing to the existing system of recruiting the workers through the *mistry*. This *mistry* tries, as far as possible, to offer the minimum wage to the worker, so as to get for himself the maximum value by way of gratuities or bonus from the millowner.

Wages of Casual Workers.—Finally, the wage-rates of unskilled time-rated workers may be considered. The average daily earnings (pre-war and current) of these workers are shown in Appendix V. Generally, a woman worker gets less than a male coolie, and a coolie working at the huller gets one anna less than the husk-carriers. The pre-war wage-rate of the male worker has been increased by roughly 18 per cent., while that of a woman worker by about 35 per cent. It was stated by employers that time-rated workers were paid extra wages for overtime, but no overtime registers were maintained anywhere in these concerns, and it was not possible to verify whether overtime was duly paid for by the employers. Where payment of bonus and gratuities was prevalent, the worker was not in a position to claim the overtime wage, lest bonus and gratuities were withheld.

Allowances, Bonuses, etc.—The workers are not paid any dearness or food allowance, but only a consolidated wage is paid to them in almost all these mills. It is only in one centre, namely Guntur, that labourers are paid a separate dearness allowance of As. 4 for every rupee of the wage. The wage rates of workers in Guntur were already (early in 1944) enhanced by As. 3 for each rupee earned. This happened as a result of the interference of the local labour union, and thanks to this organisation, the wages of industrial workers, especially those of piece-rated worker, now compare favourably with wage rates in other centres.

In most of the rice mills, bonus and gratuities are given to the monthly-paid staff. There is no bonus specially given for attendance, efficiency or merit. The amount of bonus paid is arbitrary and depends on the sweet will of the individual millowner and on his profits during the year. It varies from one worker to another and the maximum paid may not exceed two months' salary of the worker in any case. No bonus is paid in the case of *kata* workers or casual worker. They are paid only gratuities, generally in kind. These workers are often presented with clothes (*sarees* to women workers and *āhoties* to males) once a year on a festive day (e.g. *Deepavali*, at Tirupur) where workers receive bonus and gratuities from the employer, extra work is extracted from them. Thus, *kata* workers are asked to sleep at nights in the premises of the mill, and to act as watchmen. The *mistry* of the *mula* workers is given a present worth about Rs. 50 or 60 once a year, generally at the commencement of the new lease and the employer (lease-holder) tries to extract as much work as possible from the workers in the mill with the help of this *mistry*. The engine staff also is made to do extra work for which no extra remuneration is paid. But, ever since the labour unions came into existence, the workers are refusing to do miscellaneous work, either inside or outside the mill premises. Consequently, the mill-owners have assumed a stiff attitude giving presents or paying gratuities to the workers.

Deductions.—There are practically no fines or deductions for damaged material in rice mills. The following statement is a return under the Payment of Wages Act with reference to rice mills in the province of Madras in the years 1939, 1941 and 1943 (taken from the *Reports on the Working of the Payment of Wages Act*):—

TABLE 12.
Deduction from Wages.

Year.	Average Number of persons employed daily	Total average paid including deductions under clauses (d) to (j) of subsection 2 of section 7, but not other deductions.		Deductions on account of—			Total.
				Fines.	Breach of contract.	Damage or loss.	
		Rs.	A. P.	Rs. A. P.	Rs. A. P.		Rs. A. P.
1939 ..	12,413	11,55,623	1 3	nil	8 10 9	nil	8 10 9
1941 ..	13,117	13,86,174	11 11	10 14 3	nil	nil	10 14 3
1943 ..	16,838	20,63,035	1 8	nil	nil	nil	nil

This table shows that deductions under clauses *a* to *c* of section 7(2) of the Payment of Wages Act, are almost nil, but in fact there are other deductions which are made from wages. Advances are made to workers against wages, and these are deducted from wages. A few unauthorised deductions are also made. The pay clerk makes a deduction of one quarter of an anna in every rupee that is paid to the worker. In the case of monthly-paid workers in centres in the East Godavari District, such deduction amounts to as much as As. 14 per rupee of the workers' earnings. This evil seems to be just an extension of the practice of collecting miscellaneous deductions from the paddy seller under the name of *dhatta*, *karda*, or *dane* or *dharmada*. As all the rice-mill owners are invariably also dealers in paddy, this practice of making deduction from wages of workers is not considered an evil by them, but it is taken as a matter of course. Sometimes, the millowner himself encourages the pay clerk to make such deductions, so that the pay clerk is satisfied with a low salary. With the coming of the trade unions, however, in some centres, such deductions are not now made. But, as the pay clerk no longer gets any commission at the time of wage-payment, the wage payment is deliberately delayed.

IV. Welfare Activities.

No dispensary is attached to any mill, and there is no periodical medical examination of workers. Only a first-aid box is kept in the mill, but it is mostly half-filled or empty. Many of the owners of factories do not appear to have understood the importance of first aid to injured workers and if any accident takes place the worker is removed straight to a hospital without any first-aid being given. The workers are found to be suffering from diseases of an occupational origin, according to the nature of work that is done by them. The engine-worker suffers from cough and lung disease owing to the heat of engine that he has to bear. The *kata* workers generally get pain in the back or in the chest, and some of them suffer from knee trouble, as they have to carry heavy loads on their backs from one place to another. The husk coolies who are not provided with respirators suffer from cough and blood-vomiting, and most of them are victims of eye-diseases. No attention is given by the employer or anyone else to render any medical aid to these victims.

V. Housing.

Generally, the employer does not take any interest in the housing conditions of the labourers and most of the employers are not even aware as to where they live. Workers in rice mills are not skilled workers and are not imported from distant places, as in the case of the glass or the shellac industry. Hence the employer does not consider himself as bound to provide housing to workers. Monthly-paid workers in rice mills mostly live in rented houses (with a rent of anything between Rs. 3 and Rs. 10), within a distance of one or two miles from the mill. Other workers live in thatched huts, paying a rent of As. 12 to Re. 1 per head only for the use of ground that is let out. However, in some cases, especially where the mill is far from the town, the workers are provided with lodging in one form or other. Where the old type of houses have persisted as preferred by the employer or worker, materials are generally supplied free or pay is allowed for the time taken by the worker to build or repair his house himself. Thus, in one mill of Masulipatam, which is far from the town and situated outside the municipal limits, the employer allowed the workers to erect cottages on the vacant space around the mill. The employer has provided land and building materials free of charge while construction and repair of the huts from time to time is undertaken by the workers themselves. Workers in other centres have their own huts in the area surrounding mills and they pay a nominal rent to the millowner for the use of the ground. It seems the employer charges nominal rent to the workers in order to meet the municipal tax.

Most of the workers in the province of Madras live in thatched huts. In many cases, rice straw is used as material for thatching, or in some cases, the leaves of cocoanut trees are used, and the workers' quarters are not made of permanent material. The huts of workers are overcrowded in some places, and 4 or 5 families reside in a small room with a kitchen attached to it. These workers manage to get on somehow or other in their poor dwellings in summer, when they sleep in the open; but they suffer a lot during winter and the rainy season. Their huts are sometimes so small that one cannot sleep in them either length-wise or breadth-wise, but only diagonally! Congestion and overcrowding in workers' quarters in the towns are not so much due to limitations of ground space or high land values as to lack of initiative and willingness on the part of the employers to house their workers. Absolutely no facilities for local transport are made by the employers or the local bodies, and when workers leave the mill at the end of a week day, they have to walk to their cottages after complete exhaustion in the mills.

Broadly speaking, most of the monthly paid workers in rice mills live in huts for which rent is paid by them. Some employers, however, have provided small sheds within the mill compounds for the use of the watchman, or in some

cases, a house near the mill for the use of a driver. But, in most cases, workers prefer their own rented houses to those freely provided by the employer, as the latter take advantage of this concession and makes the workers work for longer hours in the mill. Where the employer provides housing near the mill, the workers have to be more or less at his beck and call, whether by day or by night.

VI. Labour Unions and Strikes.

The workers have organised themselves into unions almost at every place. Some of them are not yet registered and not very powerful. There is a Factory Workers' Union at Masulipatam, which is not yet registered and through which no concerted action is possible. There is a union of rice mill workers at Gudivada having 350 members. The subscription is 1½ pies in every rupee earned, and the fund so raised is utilised to meet contingent expenditure at the time of a strike or during temporary unemployment of workers, or, sometimes, to meet funeral expenses. In all other centres, the unions of labourers have been registered and are brought under the Trade Union Act. There is a registered union known as Jattu Workers' Union at Rajahmundry which is affiliated to the Trade Union Council. It has 800 members on its roll. The subscription is 1 anna per month. There is a union at Cocanada, which is run on similar lines. All the workers in the local rice mills at Tenali have formed a union, known as the Rice Mill and Kata Workers' Union. A regular contribution of one anna per head is paid by all members per month and the fund of the Union amounts to Rs. 300 which is kept as a reserve. The factory workers in all the four centres investigated in the West Godavari District have formed into Unions, but only one of them is registered. Its registered number is 266, and it is affiliated to the All India Trade Union Congress as well as to the Trade Union Council. The strength of this union is about 600. The *kata* workers and women coolies pay a subscription of 2 annas per head per month, while the monthly paid workers pay Re. 0-0-3 for every rupee of their earnings in the month. *Kata* workers at Palakol and Nidadavole have separate unions, in which each *muta* or group pays a subscription of As. 5 per month. In some centres, the piece-rated and time-rated workers have formed into separate unions. This is the case at Bezwada, where there appear to be dissensions among the representatives of the local labour. Workers other than *kata* workers, who are working in the local rice and oil mills, have formed a Factory Workers' Union, consisting of 200 members. The subscription is one pice per rupee earned. The union has Fund of Rs. 400. Here, the *kata* workers have organized themselves into a separate union, namely, Muta and Maistries' Union, with a total membership of 1,400 of whom 750 work in rice mills. These workers do not pay regular subscription but raise contributions among themselves as and when they require. Each union at this centre works for itself neglecting the interests of the workers, thus giving an opportunity to the employers to divide and rule the workers. There is one registered workers' union at Erode, but it is at present busy organising the railway workers working in the loco shed at this important railway junction. The union's activity has not yet touched workers in rice mills. Workers at Tirupur had an association known as the Rice Mill Workers' Union, but this is at present not actively functioning.

Strikes are very rare in these rice mills. In the year 1943, only four strikes took place in rice mills in the whole province. There was a general strike of workers in all the eleven rice and oil mills at Bezwada, involving 400 workers. The strike started was terminated after one month. The dispute between the employers and the employees of the mills arose in connection with the number of rice bags to be carried in a cart, and the consequent dismissal of a *mistry* in a mill. The District Magistrate intervened and settled the strike by deciding that the *mistry* should be reinstated by the mill and that the *kata*

workers should carry twelve bags of rice for military purposes, and ten bags for all other purposes. There were strikes in three rice mills at Madura, but in no case, the strike was prolonged beyond a day or two. The reasons for the strikes were dismissal of mistry in one mill, and retrenchment of 4 workers and suspension of 2 coolies for disobedience in another mill. But none of the strikes was successful. The unions have been helping the employers in the matter of recruitment of workers and trying to minimise labour turnover among workers. The activity of the unions are also directed to settle disputes among workers, for example, as between the *jattu* and the cart workers. Above all, the unions educate adult workers at night schools and also familiarise them with the provisions of important Acts, such as the Workmen's Compensation Act, the Payment of Wages Act and the Maternity Benefit Act. Representatives of the Workers' unions are vigilant in regard to observance of the Factory Act and Rules by millowners. Where the unions are strong, a large degree of standardization of wage-rates has also been achieved. They have also been successful in their demand for a dearness allowance and in settlement of workers' claims for workmen's compensation and maternity benefit.

VII. Indebtedness.

As most of the workers in rice mills have been thrown out of employment in many centres, and are unable to get alternative employment, they have to run into debts. For instance, out of 17 rice mills at Ellore, only 5 are working at present and roughly 300 out of 400 workers have been unemployed since the middle of 1944. Even those mills that are working are able to provide employment only for 10 days or so in a month; and the employer pays the permanent staff only for the whole month. Almost all *kata* workers are indebted to the extent of Rs. 50 to 100 per head since the closure of mills. They have borrowed either from moneylenders or local shopkeepers, paying interest at the rate of 1 anna per rupee per month (i.e., 75 per cent. per annum). Even engine workers are indebted to the employer, to the extent of Rs. 100 to 300 per head. Indebtedness is also due to the fact that workers have to forego their wages during the interval between one lease and another. Moreover, wages are lagging far behind the price level and payment of dearness and other allowances is more an exception than a rule in rice mills. The time-rated coolies are also indebted, but not to the same extent as other type of workers. In the East Godavari District, workers are generally addicted to drink, and each worker spends 4 annas a day, even on days when he has no work. All these workers have to borrow from professional moneylenders such as *Kabulwala*s, who charge exorbitant rates of interest, the cumulative effects of which are disastrous. The absence of a co-operative organisation which could lend to workers in times of need at moderate rates of interest is much felt.

VIII. Working of Labour Laws.

According to the Factories Act, these mills are classified as seasonal and perennial on the basis of the number of working days in a year. In Madras all rice mills have been brought under the group of perennial factories, whereas they are considered to be seasonal in Orissa. Further legislation regarding the total number of working hours, payment of overtime and the application of the Maternity Benefit Act, etc., is based on this decision.

The limit of working hours is not strictly followed, especially in the busy season when overtime work is most common. The same worker is asked to work both day and night, since labour scarcity is particularly felt during the season. As most of the rice mills work multiple shifts, it is not easy to check the total number of hours for which an individual labourer works during a

day. It is also not possible to check whether a worker is paid for the overtime at all. Illegal employment of children below the age of 12, and of women at nights is also not uncommon. In some of these mills, a weekly holiday is observed only when it is known that the Factory Inspector is touring in the particular area! According to the present Factory rules in Madras, rice mills can work on Sundays with the previous sanction of the Inspector of Factories. But this provision is abused by the employers in some centres. The mills work on Sundays without informing the Inspector, but lest the Inspector or any other officer pays a surprise visit on that day, a *dummy* application addressed to the Inspector of Factories is displayed in the mill only to be removed after the day's work! Thus, the provisions of the Act regarding working hours, intervals, spreadover and overtime are in most cases infringed. The attendance registers are not maintained properly, and in some mills duplicate copies are maintained by the employer of which one is intended for the Inspector, the other being for actual use.

Next, the provisions of the Act and Rules relating to rest shelters and creches for children of workers have become infructuous mainly because most rice mills employ few workers (less than 150 workers to have shelters and less than 50 women to have any creche). Even in the few cases where these two provisions are applicable, there is infringement. The provision for the maintenance of adequate first-aid equipment is also not obeyed in these mills. These are very few reports of the Factory Inspector where it was not remarked that the first-aid box required to be replenished. The other provisions regarding fencing of machinery, providing sufficient number of latrines and urinals according to prescribed standards, lime-washing of buildings, providing tight clothing to workers, and the display of factory notices in the mill,—are equally disregarded in most of the concerns. What is more, the frequent changes in the lease of a mill result in change of management from time to time, and it takes some time for each new leaseholder to acquaint himself with the requirements of the Factories Act.

The inspectorate of the Province is very limited in number, having limited powers. In Madras, each Assistant Inspector of Factories has to look after three or even four districts. It is almost physically impossible for him to visit the factories more than twice a year. The Factory Inspectors cannot pay surprise visits and even the "surprise" visits are known to factory managers through some agent of the mill who conveys the message to the factory either by telephone or telegram. If the Inspector is known to be touring in one district, the mills in the other two or three districts are free from any fear of prosecution. Even if the Inspector finds any contravention of the Factories Act in any aspects, the penalty that can be imposed is so low that most of the employers do not care to obey the Inspector's suggestions; for he does not mind paying a small fine of Rs. 40 or 50, as compared to the substantial profit that he can make by evasion of law.

The Payment of Wages Act is more or less respected in these concerns except in a few details. Wages are paid in cash and seldom in kind, especially since the rationing of rice was introduced. There is also no time-lag between the end of the wage period and the actual time of wage-payment. But the wage registers maintained in rice mills do not give a true picture regarding the time of wage payment or the amount of the wage paid. In many rice mills, the workers are asked to attend the mill even on Sundays to receive their wage. As already pointed out, some unauthorised deductions are made by the pay clerk at the time of wage payment which cannot be brought to the notice of the Inspector of Factories. The extracts from the Act are not displayed in most factories,

As regards workmen's compensation, most of the accidents in rice mills are minor, and they are generally hushed up by the employer. If any fatal accident occurs in a mill, and if it is known to the Inspectorate, say, through the labour union, the employer alleges that it was due to the carelessness of the worker. The amount of compensation is not always duly paid by the employer. In a Memorandum submitted by the Rice Factory Workers' Union, Bezwada, it was suggested that compensation should be paid to the injured party by the Government and not by the employer himself, the employer being asked to deposit the amount of compensation in all cases. It was also suggested that the Act should provide not only for compensation but also for free medical assistance to the injured worker.

The Maternity Benefit Act is not at all respected in the rice mills, in spite of the fact that there are large numbers of women employed everywhere. The employers do not maintain any service registers, and in the absence of these it is not possible to ascertain whether the qualifying period has been completed by a woman worker. The employer refuses to pay the benefit on the pretext that the woman worker has not satisfied the qualifying period of 9 months. The workers' unions represented that in rice mills, the qualifying period might be reduced. The Act provides only for a cash benefit at the rate of Rs. 8 per day, but it does not provide any relief for medical assistance at the time of confinement of the worker. Free medical attendance by a nurse during confinement was also suggested by some of the workers' unions. Further it was proposed that maternity benefit should be administered by the State instead of by the employer.

CHAPTER IV.—BENGAL.

Bengal ranks as one of the premier paddy-growing provinces of India, and rice also constitutes the staple food of the inhabitants of this province. The conversion of paddy into rice involves a series of operations such as harvesting, boiling, drying in the sun, husking and winnowing, before rice is ready for the consumption of the people. These operations are conducted in most households in the rural areas of the province in accordance with the traditional technique. Every household in the rural areas is equipped with one or two dhenkies, a few kulas and certain other crude instruments for the purpose of the conversion of paddy into rice. Production is carried on on a small scale in every household in rural areas where the adoption of the modern scientific appliances is beyond the reach of an individual agricultural household in the village. The chief consideration that influences an average agricultural household in the village in the matter of production of rice is not so much its sale in the market as the provision of rice on the basis of estimated annual requirements of the family. After setting apart the rice so produced in such quantities as would satisfy the annual requirements of the family, the surplus is sent to the market for sale and the sale proceeds are devoted to the purchase of other essential requisites.

I. Employment.

The first attempt at producing rice out of paddy on a large scale by the installation of up-to-date machinery run by steam power was in 1903, when a rice mill employing 33 labourers was estimated. The history of the rice mill industry in this province dates back to that year. In 1915, 9 mills were established with a total employment of 504 persons. Barring the period intervening between 1903—1914 the history of progress of this industry has been one of rapid and continuous growth. The following figures will bear out the truth of this assertion :

TABLE 13.
Progress of Rice Milling in Bengal.

Year.	Number of Registered Mills.						Total Employment.
1915	..	..	..	..	..	9	504
1916	..	..	..	..	..	35	1,531
1917	..	..	..	..	..	38	1,817
1918	..	..	..	..	..	40	2,039
1919	..	..	..	..	..	65	2,890
1920	..	..	..	..	..	80	3,604
1921	..	..	..	..	..	91	3,629
1922	..	..	..	..	..	101	4,023
1923	..	..	..	..	..	117	5,405
1924	..	..	..	..	..	132	6,185
1925	..	..	..	..	..	191	8,674
1926	..	..	..	..	..	235	9,711
1927	..	..	..	..	..	277	10,416
1928	..	..	..	..	..	286	10,778
1929	..	..	..	..	..	312	12,451
1930	..	..	..	..	..	315	12,225
1931	..	..	..	..	..	330	12,848
1934	..	..	..	..	..	343	13,509
1936	..	..	..	..	..	381	16,305
1938	..	..	..	..	..	411	18,635
1939	..	..	..	..	..	400	18,742
1940	..	..	..	..	..	405	18,447
1941	..	..	..	..	..	406	18,329
1942	..	..	..	..	..	406	18,244
1943	..	..	..	..	..	392	14,865

The enquiry was confined to the following districts :— 24-Parganas, including Calcutta, 2 centres in Hooghly, *viz.*, Serampore and Pandua; and one centre in Birbhum, *viz.*, Bolpur. From the mills investigated it is found that mills do not work regularly throughout the whole year. Most of the mills remain closed during rainy season, usually in the months of July and August; while others in some other months of the year. The average working period of a mill, is estimated at 6 to 8 months in the year. One class of mill, *viz.*, mills producing *atap* rice work more or less throughout the year as they do not need to parboil and sun-dry the paddy. Though these mills work throughout the year, there are periods of comparative lull in production even in their case corresponding to the interim period between sowing and harvesting of various paddy crop. The reason why the rice mills manufacturing parboiled rice do not work throughout the year is that sun-drying is not possible during the rains. Most of the mills are located in the principal rice-growing districts and depend almost wholly on local paddy.

Recruitment.—Rice mill labour is mostly seasonal, *i.e.*, employed for a part of the year. Permanent labour, such as *mistries*, firemen and tindals, who are kept on even when mills are not working and are given little odd jobs like machine-repairing, is only a very small percentage of the total labour force. The seasonal labour is partly supplied by contractors and partly recruited by the mills directly through their *sirdars*. Generally there are two *sirdars*, more appropriately one *sirdar* and one *sirdarni* in each mill. The *sirdar* recruits male coolies mainly from the neighbouring villages. These men are employed as huller coolies, *chatal* coolies, ash coolies, etc. The *sirdar* besides doing a little supervision over these workers, works with them and gets only 1 or 2 annas more in wages. He is also supplied with one free meal and gets some *bakseesh* once or twice a year. A *sirdarni* serves the mill in almost the same manner with regard to women workers and is remunerated in the same way. Instead of cash *bakseesh*, however, she gets one or two *sarees* in the year,

Contract labour is employed almost invariably in paddy boiling and generally in loading and unloading work. The paddy-boiling coolies are in almost all cases Oriyas, whom local or up-country labour has not been able to displace so far, presumably because the work, which involves standing all the time enveloped in hot vapour, appears to be somewhat strenuous and disagreeable to the latter. Only one mill has been found doing its own boiling without the help of the contractors. Because of the irregularity in the supply of paddy, very few mills can work regularly for a considerable length of time. Consequently a boiling or loading and unloading contractor undertakes to work for more than one mill at a time and recruits labour locally to supplement his small regular nuclear staff according to necessity. The contractor is solely responsible for the payment of wages of his men. He is usually paid a certain rate for every 100 maunds of paddy boiled or handled in loading and unloading, and after deducting from the total wage bill for the day a commission of 1 or 2 annas per rupee he distributes the balance among his workers, keeping a share for himself when he has taken some part in the actual work. In the case of labour employed directly by the mill, all workers, with the exception of the small permanent staff who are monthly-rated, are daily-rated and are paid every week.

Children in the Industry.—Children were not employed generally in rice mills but in some cases, e.g., in Pandua and Bolpur, children were found working both as hullerman and on chatal work. It is needless to point out that none of the names of none of these children were on the registers. In certain cases managers sought to explain their presence by saying that the children were working for their mothers who were absent. An Assistant Labour Commissioner, who had conducted an enquiry into rice mills in the Burdwan district, stated that the extent of illegal employment of child labour in that district was appreciable.

Women in the Industry.—There has been an increase in the volume of female labour employed in the mills. In 1939, 9 mills employed 81 females, whereas, in 1942, 6 mills employed 85 females, and in 1944, 22 mills employed 329 females. This may be due to scarcity of male labour caused by increased demand for military construction work and consequent higher rate of wages demanded by them.

Contract Labour.—It may be mentioned here that the volume of contractor's labour employed in the industry has appreciably gone down. In 1939, in the 9 rice mills, the total number of contract labour was 76, whereas the corresponding figures for 1942 and 1944 are 39 labourers in 6 mills, and 104 in 22 mills, respectively. This, however, should not be taken to indicate that mills are discouraging employment through contractors. This decline is probably due to the extremely irregular working of the mills during the years 1942 to the middle of 1944. Since 1944, most of the mills are working on contracts from the Department of Civil Supplies and though the volume and regularity of employment is still below normal at present, there has been an appreciable increase. It has already been mentioned that due to the seasonal nature of crop, lack of co-operative buying and sale of paddy, which alone could ensure an even flow of paddy into the mills, and above all the present method of sun-drying of parboiled paddy, it is not possible to eliminate the contractors. It may, however, be stated that contractors in rice mills are not reported to resort to unfair practices, like their counterparts in other industries.

Time-rated and Piece-rated Workers.—The average number of workers employed daily in the eleven mills in 1939 had been 303 of which 71 per cent. were time-rated and 29 per cent. piece-rated workers. The average number of workers employed daily in 1944 in the same mills was 286 of which 81 per cent.

were time-rated and 19 per cent. were piece-rated. This shows that while employment figures in 1944 in the 11 mills in question registered a decline of 6 per cent. in comparison with that for the year 1939, there was a fall of 10 per cent. in the proportion of piece-rated and an equal rise in that of time-rated workers.

Length of Service.—The mills surveyed show that nearly 50 per cent. of the total number of workers employed possess a service period of six months only, 10 per cent. of between a year and 2 years, and 12 per cent. are working for more than five years. The table below gives details :—

TABLE 14.
Length of Service.

Period of Service.	Number of Workers.	% of Total.
Between 0 and 6 months	480	50.31
6 months and 1 year	110	11.54
1 year and 2 years	98	10.27
2 years—3 years	64	6.71
3 years—4 years	44	4.61
4 years—5 years	46	4.82
5 years and above	112	11.74
Total	954	100.00

Classification into permanent and temporary.—No strict principle exists with regard to the classification of the workers of these mills into “permanent” and “temporary” categories. Most of the mill managers maintained in the course of investigation that as the mills do not work throughout the whole year, all the workers in their employ are purely temporary and none of them is appointed on a permanent basis. But in spite of this in most of the mills some distinction between permanent and temporary hands is made, and special privileges, such as leave with pay for periods depending upon the wishes of the mill authorities, full wages during festival holidays and off seasons, free food, etc., are accorded to permanent hands. Permanent hands in one mill are granted leave with pay for days varying from 15 to 25 a year. And in another permanent workers are entitled to compensation in case of dismissal. Generally the tindal, fireman, machineman and oilman are regarded as permanent hands and the rest such as huller coolies (machine coolies), etc., are treated as temporary, and are paid off at the end of the season.

Apprenticeship.—It is curious to note that of the 23 rice mills under survey, nowhere does the system of apprenticeship either for ordinary or supervisory posts obtain. Only in two of these mills, the system of promotion prevails but that is conditional upon efficiency which is determined by employers, and the number of vacancies occurring in the higher posts.

Turnover.—The total number of workers in nine mills (for which figures were available) whose names were struck off the muster rolls in 1939 amounted to 1390 inclusive of permanent and temporary workers. This in relation to the average number on the muster rolls of the mills in question of that year appears to be 31.27 per cent. indicating an average monthly turnover of 2.61 per cent. The figures mostly represent turnover arising out of voluntary quits, and to a very insignificant extent to dismissal or retirement. Compared to the year 1939, turnover in 1943 was greater representing as it did, 37.89 per cent. of the total number of workers employed in the said number of mills. This indicates a monthly turnover of 3.16 per cent. The reason for this increased labour turnover in 1943 is to a greater extent due to the greater demand for labour in other industries offering attractive rates of pay and to a certain extent, to the uncertainty of employment originating from the coal shortage and its irregular supplies,

Absenteeism.—The figures of absenteeism in January 1943 were also higher than that for July 1939 in the ten mills (for which comparative statistics were available). In July 1939 the average man-days lost in the 10 mills concerned was 32.23 per cent. whereas in January 1943 it was 35.78 per cent. This shows that the average man-days lost in January 1943 in the same mills had increased by 3.55 per cent. over the figure for July 1939. It is to be frankly stated that the employers here as elsewhere have not given absenteeism any serious thought up till now. No systematic attempt has been made to analyse the causes of absenteeism or to take measures to improve attendance. Attendance bonus is not granted by any mill to ensure regular attendance. Attendance registers too have been maintained in the most perfunctory manner. Moreover, there is no system of issuing leave passes which could enable an investigator to analyse absenteeism according to causes. This has rendered presentation of an accurate and elaborate statistical analysis of absenteeism in the rice mills under survey impossible.

II. Wages and Earnings.

In respect of wages too no uniform standard is followed even in the mills in the same locality. Generally the mechanical staff are on monthly rates of wages, but there are variations also in Panales and also to a certain extent, in Bolpur, where these mistries are also on daily rates of wages. The other classes of workers like *chatal* coolies and machine coolies are generally on daily rates of wages. Due to the very uncertain nature of work brought about by coal shortage and Government control of paddy—some of the mills have introduced since 1942 a system of paying *chatal* and machine coolies by the hour. The basis of payment is that if the mill works the scheduled hours workers are paid their daily rate; but if they work for less for whatever reason, they are paid at the hourly rate for the actual hours of work. In some cases, however, the daily rate for these two classes of workers has been revised. Moreover, there are the contractors for boiling paddy. They were formerly either paid at so much per pot of paddy boiled, or per 100 maunds of paddy boiled. The rates have been increased in various zones or areas, the amount of increase depending on increase in demand for unskilled labour in the area. It appears that, on the whole, dearness allowance has not been kept separate from basic wages. There has been increase in basic wages of different categories of workers at rates varying from 25 per cent. to nearly 150 per cent. In view of the peculiar system obtaining in the industry, this increase should properly be treated as dearness allowance. The increase in wages of the permanent monthly-paid staff has been, on the whole, lower than that of temporary workers such as huller coolies, *chatal* coolies, etc. Workers in these categories are all unskilled, and due to a tremendous increase in the demand for this class of labour, their wages have had a precipitous rise. In all likelihood, with the return of normal times there will be a precipitous fall too in their wages. Another result of this increase in the wages of unskilled labour in Bengal, specially of male workers has been an increase in the percentage of employment of female labour. In rice mills in normal times *chatal* coolies, i.e., workers employed in spreading out parboiled paddy on cemented courtyards for sun-drying, have almost always been women. Huller coolies, on the other hand, have normally been men. Due to the scarcity of unskilled male labour and high wages, mills have been compelled to employ more and more female labour for this work at present. (For details regarding wage rates, see Appendix VI).

Dearness Allowance.—Dearness allowance is not paid to workers in all the mills under survey. Only 5 out of the mills surveyed have granted dearness allowance to a section of their employees. In 1942, one of the five mills (the first to introduce it) paid dearness allowance at the rate of Rs. 2 per head and raised it in October 1944 to the following rates for the different occupational categories :—(1) *Tindal*, Rs. 5 ; (2) Machine Mistry, Rs. 5 ;

(3) Fireman, Rs. 3; (4) Oilman, Rs. 3; (5) Ash Cooly, Rs. 3. Another mill which has been paying dearness allowance to its permanent employees since May 1943, has increased it by about 145 per cent. on an average up to November, 1944. Two of the other three concerns are paying dearness allowance only to their permanent hands since September 1944; and the third has been paying it to its temporary hands only, *viz.*, the boiling cooly, machine cooly, and *chatal* cooly, at the rate of Rs. 1-8-0 a week since October 1944. Dearness allowance has not been paid to the permanent hands in this mill as there has been a more than 200 per cent. increase in the prewar wages. It may be noted here that almost all the mills since their inception have been following the practice of granting their employees, usually the permanent staff, half a maund of rice per month free of charge.

Overtime.—Overtime wages are paid along with normal wages on the weekly pay day unless demanded by workers immediately after the completion of work. The mills also maintain some kind of record of overtime work done by *chatal* workers. In the case of other categories of workers there is a pucca account book (not wage register) in which is recorded only the amount due for the overtime work against the name of each worker but not the hours of overtime work done. These payments are made along with basic wages at the end of a week or a month as the case may be. It has been seen that, as a rule, *chatal* workers have to work on Sundays also, and the milling sections also work on Sundays not infrequently. There is no permanent overtime register, and most of the managers and proprietors have only a very limited and imperfect knowledge of this as of other aspects of labour laws.

Miscellaneous.—It may be noted the employers do not deduct anything from the wages of labourers by way of fines, etc. Consequently no fine fund was in existence in any one of the mills investigated. Both weekly and monthly wage payment systems are in vogue in all the units under survey except one, where weekly payment system is prevalent. Generally permanent workers of a mill who are on monthly wages are paid monthly; the temporary workers on weekly wages are paid weekly and in some concerns also daily. Again contract labour is paid through the *sirdar* on the completion of work, generally daily, but in some cases weekly also. The waiting period in the case of the workers paid on a monthly basis varies from one to ten days. Only two of the mills surveyed pay their workers on the first day immediately following the expiry of the wage period; one within 3 days from the last day of the wage period; 17 within a week; one on the 8th of the following month; and one within 10 days from the date of expiry of the wage period. Payment of weekly paid workers is, with the single exception of one concern which pays its employees 3 days after the end of the week, made on the very first day following the end of the week for which wages are due.

The Factories Act of 1934 provides for the observance of one day as a closed holiday in a week in the concerns falling within its scope. Sunday is generally observed by the rice mills as a closed holiday. But with the exception of one or two mills which observe Sunday as a fully closed holiday, others do not observe this statutory obligation in any scrupulous manner. In almost all the rice mills, while only the milling section generally remains closed on Sundays, paddy drying section (*chatal coolies*) works throughout the week. These workers are not allowed even a compensatory holiday. *Chatal* coolies, who are generally the lowest paid workers in the mills, do not grumble because primarily this affords them an opportunity of earning more; and, secondly, because of the uncertain nature of employment, they want to work whenever work is available. A glance at the list of prosecutions under this heading in the annual report of the Chief Inspector of Factories gives some idea as to the extent of evasion. The reports should, moreover, be examined in the light of the fact that the visits of the Inspectors of Factories to these

factories are few and far between. It has been seen that attendance on Sundays is not recorded in the attendance registers, though the wage registers indicate Sunday work. The attendance register shows a man having worked only 6 days, whereas the wage register shows that the man has worked 7 days and has been paid for the same! As mentioned above, *chatal* coolies are not paid at enhanced rates, but permanent workers are usually paid some extra wages for Sunday work.

As regards other holidays, the mills concerned do not observe any hard and fast rule in this regard and act more or less in accordance with their respective wishes and discretion. Generally, holidays are granted on the occasion of Durga Puja, Mohurram and Id festivals, but in most cases these taken together do not exceed 5 or 6 days in a year. These holidays are usually paid holidays for permanent hands only; but a very small number of mills allow these days paid holidays to temporary hands also. No other holidays, besides those mentioned above, are ordinarily granted by the mills excepting two of them. In one, the following days are observed, as holidays in the year :—

	days.	
Durga Puja	3	
Luxmi Puja	1	
Biswakarma Puja	1	
Kali Puja	1	
Id	2	for Muslims only.
Muharram	1	" " "
	9 days	

In the other the following days are observed as holidays in the year :—

Durga Puja	3 days
Biswakarma Puja	1 day
Saraswati Puja	1 day
Id festival	2 days
	7 days

In both the holidays above are granted with pay only to permanent hands and without pay to temporary ones.

III. Working Conditions.

Shifts and Hours of Work.—In practically all the mills with the exception of three, only one single shift is worked a day. The day shift generally begins at 8 a.m. and ends at 6 p.m. with an interval of one hour from 12 a.m. to 1 p.m. The working hours are 9 and the total spreadover is 10 hours. But it is to be noted in this connection that the hours of commencement of the shift and of its finishing are not uniform in all the mills but vary as between the different mills. In one mill, the working of shift commences from 7 a.m. and lasts up to 5 p.m. with a rest interval of one hour from 12 a.m. to 1 p.m. Again, in another the number of working hours is 7. Work begins at 8 a.m. and ends at 4 p.m. with an interval period of one hour from 12 noon to 1 p.m. The total hours over which the working of the shift is spread is 8 hours. In some mills, the work begins at 8 a.m. and ends at 5 p.m. with an interval of one hour from 12 noon to 1 p.m. The total spreadover is 9 hours, while in some although one shift is worked, the working of the shift begins from 9 a.m. and continues up to 6 p.m. with an interval of one hour from 1 p.m. to 2 p.m. The spreadover is 9 hours. After the interval, the workers of the machine-room go out for work on the dry-ground while the *chatal* workers go to the machine-room. In still another mill shift commences from 10 a.m. and terminates at 8 p.m. with an interval of two hours from 2 p.m. to 4 p.m. After the interval the machine workers and *chatal* workers change their respective places of work in the manner described above.

Only in three mills, as stated above, the system of working two shifts is worked, the first shift varies from 6 to 8 hours commencing from 6 a.m., and the second which also varies as between the same number of hours as the former commences from 3 p.m. This variation in the hours of work is related to the degree of the pressure of work in the mill. One of these three mills works one shift a day, but another shift is worked at night in exceptional circumstances. The day shift in this mill begins at 8 a.m. and ends at 6 p.m., the period of interval being one hour from 12 a.m. to 1 p.m. The total spread-over of this shift is 10 hours. The working of the night shift begins from 12 midnight, lasting up to 6 a.m. No interval is given during the night shift work. The mill engages *women in night shift work*, in which case they are supplied with two meals from the mill concerned. In none of the mills overlapping shifts worked.

The position with regard to provision of rest shelters for the employees of the rice mills is not at all encouraging. Only five mills have made some sort of arrangement for providing employees with rooms for rest during the recess period. Workers in most mills pass their rest intervals either in the mill compound or lying in the machine rooms or godowns of the mills concerned. Of the five mills which have arranged for rest sheds for their workers, one only has made somewhat satisfactory arrangements. This mill has erected four rest shelters for its employees. The first shelter measures 60 ft. $\times$ 45 ft. $\times$ 20 ft. It is open on all sides having a *kutchra* floor with mats. The area of the second one is 45 ft. $\times$ 30 ft. $\times$ 15 ft. It is roofed and fenced on one side with corrugated iron sheets. The remaining three sides are open. The floor of this shelter is cemented. The area of the third shelter is 20 ft. $\times$ 15 ft. $\times$ 12 ft. The floor is cemented and the shelter is open on all sides. It is equipped with two benches with sitting accommodation for 10 persons. The area of the fourth shelter is 30 ft. $\times$ 20 ft. $\times$ 15 ft. Its tiled roof is supported by four pillars and eight iron posts. The room is equipped with two sitting tables where 20 persons can sit with ease and comfort. The floor of this rest shed is cemented. In another mill, there are two rest shelters, one for male workers and the other for female workers. The former stands on wooden posts and is roofed with corrugated iron sheets and is open from all sides. The latter is roofed with *khola* or Indian tile and with bamboo walls. This is the only mill that has erected separate rest sheds for male and female employees. But in none of the mills, with the solitary exception of one, does there exist any sitting arrangement for the workers.

The mills surveyed are, on the whole, satisfactory from the point of view of sanitation and cleanliness. The engine rooms, godowns, etc., are roofed with corrugated iron sheets and have cemented floors and are equipped with electric lights. These are equipped with a sufficient number of windows for light and air and have sufficient floor space to enable workers to move and work freely.

IV. Welfare Arrangements.

The mills under survey have not done much to further the welfare of their employees. But it should be noted here that, in general, arrangements made by them with regard to the provision of tube-wells, tanks and taps for the supply of drinking water and also for bathing and washing purposes, are satisfactory. The position with regard to latrines and urinals is also satisfactory, excepting a few cases where lavatories and urinals were not regularly cleaned.

The mills have, with the exception of one concern, so far established no dispensary for the treatment of their employees. In the concern the workers are periodically examined by a medical officer. Mention may be made of two other mills providing at their own expense medical facilities to their workers during illness. Every mill, however, maintains a first-aid box. But, in almost every case, the first-aid box is inadequately equipped and maintained in an unsatisfactory condition. In one mill, on an examination of its first-aid

box, it was found that the medicine phials therein were practically empty ! The provision of the Act of 1934 with regard to the maintenance of first-aid boxes has been systematically violated by all the rice mills surveyed with the solitary exception of one mill. In none of the mills investigated does there exist any canteen arrangements to enable workers to purchase their refreshments. Those who are in need of such refreshments generally make their purchases from shops in the vicinity of mills. The absence of creches is another disgraceful feature of the industry. A large number of female labourers are engaged in each mill for paddy-drying and other purposes, but none of the mills under survey has made any arrangement to look after their children during the period when their mothers are away from them on duty. The same thing is true of the facilities provided by the various mills under review for the education of their workers or their children; none of the mills has so far established a school for the benefit of its employees, or of their children.

V. Housing.

All the mills under survey have erected rent-free dwellings for the housing of their workpeople. An overwhelming majority of such dwellings have either straw or corrugated iron sheet roofs, mud floor fenced with bamboo mats plastered with clay mud cow-dung, etc. Some have cement floors with roofs and walls made of corrugated iron sheets. Only one mill has provided electric lights in the four houses erected for the workers. Congestion is practically absent in the houses supplied by the mills for workers, as only a small proportion of the employees of a rice mill resides in such houses. Generally only the mistries, tindals, etc., and such of contractors' coolies as are bachelors live in the houses provided by employers. There is no sub-letting. Female workers live in the *bustees*, where conditions of living are always unhealthy and miserable. The workers living in the dwellings provided by mills generally use the latrines, taps and tanks situated in the mill compound. Only in one mill, three latrines and two urinals have been specially erected for the use of those residing in the quarters provided by the mill.

VI. Trade Unions and Strikes.

In none of the 24 mills under survey does there exist either a trade union organisation or a works committee of the workers. Strikes are extremely rare, and during the last 10 years, there has been a strike in only one of the mills surveyed. In 1944, in this mill workers stopped work for a day, demanding wage increases, but work was resumed the very next day when their demand was fully met.

VII. Working of Labour Laws.

All the mills under survey fall under the purview of the Factories Act, but the provisions of the Act are not strictly observed by them. This is obvious from the letters issued to the mills by the Chief Inspector of Factories after inspection by Factory Inspectors. Visits of Inspectors, however, have been few and far between. In view of the non-existence of inspection book in any of the units under survey, it seems that its maintenance is not strictly enforced by the Inspectors themselves. The system prevailing is that the Inspectorate issue letters pointing out the defects in the factory administration and giving directions for removing them. Mills preserve such letters only as they receive from time to time from the Office of the Chief Inspector of Factories in separate files. These files were generally available at the time of enquiry.

The provisions of the Payment of Wages Act, especially those relating to posting of notice of dates of payment of wages in proper time, to the maintenance of wage registers in the prescribed form, etc., do not seem to be carefully observed by most of the rice mills.

The Maternity Benefit Act is a dead letter in all the mills. It is paradoxical to note that although the rice mills industry gives employment to a large percentage of female labour, still the Act is almost inoperative in rice industry. The employers evade observance of the Act on the ground that the

female workers are all temporary workers and are not continuously employed for a period of 8 months which is the qualifying period for the eligibility to such benefits under the Act. Another reason is that such claims under the Act are not preferred by the female workers themselves. This is simply attributable to the ignorance of female workers as to the nature and scope of the Maternity Benefit Act, as also of their claims under the Act.

The Electricity Act is generally observed by the concerns using electric current, but in some mills loose hanging cables have also been noticed. It has been stated that the Workmen's Compensation Act is duly observed. One accident occurred in a mill about 5 years ago, for which compensation was paid. Another fatal accident took place in another mill in December 1944. The mill authorities paid the relatives of the deceased Rs. 70 towards funeral expenses. But no other compensation has yet been paid by the mill concerned !

No case of occupational diseases was found in the course of investigation, but one should not be surprised if careful medical examination revealed a high incidence of lung diseases among the huller machinemen and huller coolies. It was seen that after every half an hour or so the huller coolies go out in the open for fresh air.

VIII. Indebtedness.

The extent of indebtedness of workers in the industry cannot be assessed. The Bengal Workmen's Protection Act has been almost a dead letter because of the apathetic attitude of employers. The Bengal Moneylenders' Act which sought to grant relief to indebted persons has been ineffective, as urgency of need compels borrowers to sign bonds for amounts very much in excess of the actual amount borrowed. The difference between the actual amount borrowed and the amount shown in the bond is usually the interest for one year calculated at rates which could be charged before the enforcement of the Act. The ineffectiveness of the Bengal Moneylenders' Act has proved once again that the only way to reduce the burden of indebtedness is by encouraging the development of co-operative credit societies. The employer's practice of granting occasional loans to workers free of interest prevails in this industry generally, but of necessity this is limited to the permanent monthly-paid workers with a few years of service in the mill to their credit.

CHAPTER V.—THE CENTRAL PROVINCES AND BERAR.

I. Introductory.

Till 1938, rice mills in this province were treated as seasonal, but they are now classified as perennial. There is not a single rice mill at present which falls under the seasonal group. This shows that rice mills are working for a major portion of the year, and not during a particular season or seasons. The reason for this tendency is that the boiled-rice mills (which can not be worked in the rainy season) are no longer profitable to the mill-owners and most of the mills have given up the work of milling boiled rice. Another point is that there is not a single establishment which is treated purely as a rice mill, but all of them are put under the 'Miscellaneous' item in factory classification, since most of the mills in this province are engaged in mixed operations, like oil extraction and flour-milling, besides rice-milling. The ancillary work, other than rice milling, is undertaken whenever rice milling is not possible, or sometimes even simultaneously with the same staff of workers. One important feature of rice mills in this province is that, unlike in Madras and Orissa, most of them use not the horizontal huller, but a self-contained or automatic sheller for milling. In the case of the automatic sheller, the process of rice milling is relatively simple, and it reduces the part played by labour, since paddy sieving, hulling, husk separating and polishing are done simultaneously and automatically. This is a labour-saving device

which results in the employment of a much smaller number of labourers than otherwise. In spite of its high initial capital expenditure, however, the system is preferred by employers, because it is much simpler and it requires just the bare minimum number of workers. In the Central Provinces, there are more engines driven by motive power other than by oil, than in Madras, Bengal and Orissa. The steam engine is economical to the extent that the husk that comes out of the machine at the time of milling the paddy is not wasted but utilized to feed the engine itself. But the oil engine has the advantage that it can be stopped or made to work at any time, without any notice. This is most convenient especially in places where the milling on hire is common. For example, when the work of milling paddy of a particular individual is over, the oil engine can be stopped immediately, and one need not keep it going till paddy of another person is brought for milling after some time. Although the system of milling by hire is common in the province, the predominance of steam engines is to be explained by the other advantages of the steam engine over the oil engine. There is no problem of shortage of coal or firewood for these rice mills. Where oil engines are used, the engine room is kept neat; while the surrounding area of the mill is full of heaps of husk. Where the steam engine is used, the engine room may not be clean, but the mill surroundings are very clean.

II. Employment.

The following table shows the total number of rice mills in this province since 1939 and the average number of persons employed daily :—

TABLE 15
Number of and Employment in Rice Mills

Year.							Total Number of mills.	Total number of persons employed.
1939	..	..	..	..	..	..	161	3,843
1940	..	..	..	..	..	..	133	3,480
1941	..	..	..	..	..	..	158	3,161
1942	..	..	..	..	..	..	157	2,754
1943	..	..	..	..	..	..	166	3,177

The above table shows some decline of rice mill in the year 1940, which was probably due to failure of the rice crop in the province that year. Though rice-mills are scattered throughout the province, they are comparatively numerous in the districts of Bilaspur, Raipur and Bhandara. The number of mills in a particular centre naturally depends on the crop that is growing in the areas in question, and the above districts are the main rice-growing tracts of the Central Provinces. The remaining centres are mainly in the districts of Hoshangabad, Drug and Balaghat. This report is based on a brief sample investigation of twelve rice mills in two centres, namely Raipur and Bhatarpara in the Raipur district.

Recruitment, Labour Turnover and Absenteeism.—There is absolutely no dearth of labour in the case of rice mills here. Most of the workers are drawn from the local area, and in fact, there are some centres in these towns where labourers flock together on Mondays, awaiting the offer of any employer in the local mills. There is no difficulty at all in finding out the required personnel and recruitment is made directly by the employer and not with the help of any middleman. These workers are not classified as permanent and temporary, and all are temporary in the strict sense of the employer, though the monthly-paid staff have certain privileges like the permanent employees in other industrial establishments. They are entitled to 1 or 2 months' leave in a year without any loss of pay, though the actual period of such leave is not fixed but arbitrary, depending on the mutual relationship between the employer and the employee. They also receive bonus and some other allowances,

which are denied to the group of casual workers. Probably this might be the reason for the greater labour turnover among the latter class of workers. Labour turnover arises in the case of the permanent workers, only to the extent that they may leave the place altogether and go to another, but they do not change hands frequently from one mill to another in the same locality. The extent of labour turnover ranges from 25 per cent. in one mill to 50 per cent. in another during the course of one month. Labour turnover arises mainly due to competition in wage rates so far as the skilled and monthly paid staff are concerned, while in the case of temporary workers, it is due to the fact that they are employed only when work is available in the mill. When once they leave a mill for a short period owing to illness or some other reason, there is no guarantee of their re-employment in the same concern, still less in other concerns. Again most of these workers in rice mills invariably depend on a small piece of land, and a few members of the joint family take to employment in these mills and return to their villages in the harvest season. That is the reason why temporary workers do not stay long or have much standing in a particular mill. This turnover among the workers is partly due to the longer period of forced rest they take. But this is not the same case with the monthly-paid staff or the piece-rated workers. They usually stick on to a particular mill, and their service ranges broadly speaking, from 5 to 10 years. There is not much of absenteeism among monthly-paid workers, and figures for absenteeism which were available in three cases show that the percentage of absenteeism is 13.5 per cent. in one mill, 19.1 per cent. in the second and 29.1 per cent. in the third. More important than absenteeism is the common tendency among workers in these parts to come late to work. Probably this is due to the type of arrangement regarding shifts and hours of work is observed in this locality.

III. Working Conditions.

Here, most of the mills work both day shift and night shift. Since they are not merely rice mills, but are also engaged in production of oil, flour and *dal*, there is plenty of work for the mills and hence night shifts are common feature here. There are cases of overlapping shifts during the day, and it is very difficult for the Factory Inspector to check whether the number of working hours is strictly adhered to in the case of each worker. It is often remarked by the Inspector that the register for the night shift is not shown and that attendance is not posted in the case of some workers. It is also pointed out that in many cases the night attendance register does not show the hours and the number of labourers employed in each relay of work. Thus it becomes difficult to find the number of hours each labourer actually works and also whether women workers are employed at nights. The actual hours of work in these concerns are shown in the table below :—

TABLE 16.
Shifts and Hours of work.

Unit No.	Day Shifts.	Night Shifts.	Remarks regarding shifts.
1	8 a.m. to 1 p.m.	7 p.m. to 12 p.m.	
2	3 p.m. to 7 p.m.	4 a.m. to 8 a.m.	Double.
	7-30 a.m. to 2 p.m.	nil	Single.
3	4-30 p.m. to 7 p.m.		
	8 a.m. to 1 p.m.	7 p.m. to 12 midnight	
4	3 p.m. to 7 p.m.	1 a.m. to 8 a.m.	Double.
	8 a.m. to 12 noon		
5	2 p.m. to 7 p.m.	7 p.m. to 12 midnight	Alternate.
	8 a.m. to 1 p.m.	7 p.m. to 11 p.m.	
6	3 p.m. to 7 p.m.	4 a.m. to 8 a.m.	Double.
	Ditto	8 p.m. to 1 a.m.	Ditto.
7	Ditto	3 a.m. to 7 a.m.	Ditto.
		Ditto	

Unit No.	Day Shifts.	Night Shifts.	Remarks regarding shifts.
8	7 a.m. to 12 noon 3 p.m. to 7 p.m.		
Or	7 a.m. to 11 a.m. 1 p.m. to 6 p.m.	7 p.m. to 12 midnight 3 a.m. to 7 a.m.	Overlapping and Double.
Or	8 a.m. to 1 p.m. 3 p.m. to 7 p.m.		
9	7-30 a.m. to 12 noon 2-30 p.m. to 7 p.m.	7 p.m. to 11-30 p.m. 3 a.m. to 7 a.m.	Double.
10	7 a.m. to 11 a.m. 1 p.m. to 6 p.m.	7 a.m. to 12 midnight 2 a.m. to 7 a.m.	Overlapping and Double.
11 Or	8 a.m. to 1 p.m. 3 p.m. to 7 p.m.	Ditto.	Ditto.
12	Ditto.	7 p.m. to 12 midnight 2 a.m. to 6 a.m.	Ditto.

IV. Wages and Earnings.

The monthly-paid staff is paid usually once a month before the 3rd or 5th of every month, except in one case, where advances are paid to them at any time, and the account is finally settled only at the end of the year. But it appears that no balance remains to be paid to the monthly-rated employees since almost all the wage amount that is due might have already been taken by the worker in the form of advance. As a rule, payment of bonus or other allowances is not common in these mills, and in cases where such payment is made it is made only to the monthly-paid staff and the piece-rated workers. The reason given by the employer for not extending such allowances to other workers is that they are temporary. But this appears to be a vicious circle as the workers allege that as they are not paid any such bonus or allowance, the incentive to stay on in a mill is taken away from them. Only in one case, dearness allowance was paid to the monthly-paid staff not on any regular basis but in an arbitrary manner. In most of the mills, bonus or *bakshish* is given once a year, usually at the time of the Divali festival. The amount of bonus depends on the profits of the employer during the year, but it usually amounts to 2 or 3 months' salary of the worker. It is sometimes given in a lump sum, without any regard to the monthly salary that is earned by the worker. *Bakshish* is paid both in kind and in cash.

Even the monthly paid workers have no fixed scale of pay, but it can be said that there has been an appreciable increase in wages during the last three or four years. The workers are paid directly by the employer and not through any agency. Only in the case of piece-rated workers, a portion of the wage is paid indirectly. So long as the employer engages them in work connected with paddy milled on his own behalf, he pays them. But when milling on hire is undertaken, those who get their paddy hulled and polished pay the *kata* workers at the same rate as is usually received by them. There are practically no deductions from wages, except that advances given to workers are deducted at the source of income by instalments. Deductions are also made for the price of *kanki* (broken rice) purchased by the worker.

The wage-rates are shown in Appendix VII. There is more or less standardization with regard to piece rates and time rates of the daily-paid coolies. Broadly speaking, a man gets Re. 1 for night-shift work and between As. 12 and 9 for day-shift work while a woman worker, who is expected to work only during day time, gets between As. 9 and 8. The piece-rated workers earn on an average between Rs. 2 and Rs. 1¼/- per day.

Overtime is not common, but when overtime work is done by workers, they are paid As. 3 extra for every hour. The exact extent of overtime work in these mills cannot be estimated since overtime registers are not maintained by the employers in spite of the repeated warnings by the Inspector of Factories.

V. Welfare Activities.

There is nothing special with regard to welfare of workers in rice mills in this province. Conditions are everywhere more or less the same in the small establishments where no special attention is paid by the employer to welfare, on the ground that a small factory cannot afford to provide any kind of permanent facilities which may involve certain initial expenditure. Conditions are hopeless regarding sanitation, ventilation, fencing of machinery, maintenance of registers relating to attendance and overtime and display of Acts in the vernacular. The two chief things that have to be tackled in rice mills are (a) the dust nuisance which is a resultant of the milling process, and (b) the bad smell that comes from the water stagnating in the paddy-soaking tanks and pools nearabout the boiled-rice mills.

The employers have not made any arrangements for rest shelters in the mills, much less for housing accommodation. Housing is generally provided to the driver and the *chowkidar* (watchman) only. There are no canteens or grainshops in these mills.

VI. Enforcement of Labour Acts.

In spite of the fact mills are classified as perennial in the province, and most of the time-rated workers happen to be women, women workers are not paid any maternity benefit at all. If the qualifying period is reduced to some extent in the case of rice mills, which are partly seasonal and partly perennial, at least some claims for maternity benefit may be sustained. Many employers neither understand the Act nor care to put it into force.

Accidents are rare in rice mills. The few accidents that occur are either due to the carelessness of the worker or due to the negligence of the employer in providing suitable machinery and proper fencing. For example, one fatal accident took place in a mill when an operative went into a mill in loose garments. In fact, occupiers in many cases have attempted to evade their responsibilities by requiring their operatives to buy themselves clothes or by supplying a single pair of shorts to do duty for the whole season. Above all, the factory inspectorate must be adequate to pay visits to each factory at least twice a year. But at present, the dates of inspection reveal that the Inspector pays visit to the factory once a year or sometimes even once in two years. Moreover, unlike in other provinces like Madras, the headquarters of all the factory inspectors in the Central Provinces is the same, namely, Nagpur. It becomes difficult for the Inspector to attend to complaints immediately from a long distance and to rectify them. Rice mills are located everywhere, almost in every nook and corner of the province. If each Inspector of Factories were to have a jurisdiction over two or three districts, with an element of decentralization in administration, it may be possible for the Inspectorate to maintain intimate touch with the local employers and employees. It is rightly pointed out that lack of suitable and quick means of transport is a severe handicap to the efficient performance of their duties.

CHAPTER VI.—BIHAR.

Bihar is the third largest rice-growing Province in India, Bengal and Madras being the first and second respectively, and accounts for an annual outturn of nearly 3 million tons of rice and a total area of 10 million acres under paddy. But most of the rice in the Province is hand-pounded and only about 10 per cent. is milled. Though there are rice mills all over the Province, the industry is mostly located in the northern districts and particularly in the Darbhanga district, where there are 26 rice mills out of a total of 70 in the whole Province. In the Darbhanga district, Jayanagar alone has 12 mills. The information in this Chapter is based mainly on investigation at Jayanagar and Darbhanga, Jayanagar is situated on the border of Nepal, where there is an abundance of paddy available. Nearly 90 per cent. of the paddy milled at Jayanagar comes from the Nepal territories. Other important centres in

the neighbourhood are Ghengatia and Nirmali, which also secure their supplies of paddy from the Nepal borderland. The rice mills at Dharbhangha combine also other business, such as extraction of oil from mustard, linseed etc. This combination is also found in other districts such as Singhbhum, Bhagalpur, and Manbhum and it is mostly due to the seasonal shortage of paddy. It appears that in Bihar, the cultivators convert a major part of the paddy into rice directly by the hand-pounding process and little is left for milling.

I. Employment.

The total number of workers employed in the rice milling industry in Bihar was 5,082 in 1943, while it was somewhat higher (5,685) in the preceding year. The average daily number of workers employed in the seven rice mills (six at Jayanagar and one at Darbhanga) investigated by us was found to be 600 in the month of November 1944. The total number of workers employed in rice mills in the two places can be estimated at 1,250. Of the 600, supervisory staff accounted for 17 men ; clerical staff 30 ; and the rest, workers both male and female. Monthly paid workers, retained as permanent workers, were 112 in number ; temporary workers on time-rate basis, 315 ; temporary workers on piece-rate basis, 88 ; and female workers, mainly engaged on time basis, 38. The monthly-paid permanent staff is retained even during the slack season. The largest percentage (52 per cent.) of workers consists of temporary workers mostly coolies working on time rate basis. There are no workers paid by contractors or employed by them.

Length of Service.—Information about length of service was available in the case of six of the seven mills. Out of 145 permanent employees on the pay-rolls of these mills, 49 had been in service for less than 1 year ; 39 for more than 1 year but less than 5 years ; 26 for more than 5 but less than 10 years ; and 31 for more than 10 years. It was not possible to collect any particulars about temporary workers for obvious reasons.

Permanently and Temporary Workers.—In these mills, workers are classified as permanent and temporary in a general way. The former, i.e., permanent workers, enjoy the privilege of one month's leave with full pay during a year. They also get advances of money if they so desire. Moreover, permanent employees who have come from distant places are given free housing accommodation free fuel and free lighting and water supply. At some places, they are even permitted to share the common mess of the managerial staff. In one mill, bonus is paid at the rate of 3 months' pay to permanent employees only.

Recruitment.—The employment is generally direct, but whenever there is a shortage of labour, the mate of the section is asked to bring friends and relatives from his own or the neighbouring village. The system of direct recruitment is preferred by the employers generally.

Labour Turnover and Absenteeism.—Figures for labour turnover were not available, except in one mill, which employed only 12 persons on the average and where during 1943, two men had left, one being dismissed and the other having left voluntarily. As regards the temporary workers, as may be expected the labour turnover is very great at present although the labour force at Jayanagar is more stable on the whole than that at Darbhanga. After the harvest season is over, many of the workers go to Assam to work under military contractors and earn as much as Rs. 40 or Rs. 60 per month. They do not stick to work even there but return home after they have earned enough for the year. The transfer of labour to Assam has led to much dissatisfaction among employers, who have now started employing female labour on a greater scale. No figures for absenteeism were available either. Absenteeism is generally high during the agricultural seasons, when the mills have to be closed down for some time. Outside these periods, however, there is not much absenteeism.

Miscellaneous.—There is no provision for training of apprentices or system of incremental or graded promotion in any of the mills. Sometimes, permanent workers are given increases in pay, but these depend upon the sweet will of the employer. There is no fixed commitment at all. All workers, skilled and unskilled, are given Sundays and festival days as holidays, with pay in the case of permanent and without pay in the case of temporary workers. It was stated by some workers, however, that the holidays were merely on paper to be shown to Inspectors of Factories and such-like. Workers are not suspended or sent on forced leave as a disciplinary measure; nor are any fines imposed. There is no labour officer in any of the mills. When workers have any grievances, they approach either the manager or proprietor directly.

II. Wages and Earnings.

The wages and earnings of workers can be considered under three categories :—

(A) Those workers, who are permanent and paid monthly.

(B) Those temporary employees, who are paid daily wages on a time rate basis, such as huller and platform coolies.

(C) Those temporary employees, who are paid on a piece-rate basis. Under this head come boiling coolies and carrying coolies.

Group A.—This group consists of the supervisory staff; the clerical staff; engine and furnace workers (such as fitters, engine drivers, firemen etc.); watchmen, platform guards, and weighmen and cartmen. The clerical staff consists of clerk, *munshis*, accountants or paymasters. The designations vary in different mills.

In the case of a bigger concern, there are usually two managers designated as Manager and Assistant Manager. The salary of a manager varies from Rs. 50 to Rs. 100 and that of an Assistant Manager from Rs. 50 to Rs. 75. At Jayanagar, out of the 6 mills investigated, two have employed one manager each and pay him a salary of Rs. 75 and Rs. 50 respectively. Two others have employed one Supervisor each to assist the manager, on a pay of Rs. 25 and Rs. 50 respectively. The clerical staff comprises the clerk, the *munshi*, the cashier, the accountant and the paymaster, with varying designations. Their monthly salaries vary from Rs. 20 per mensem to Rs. 50 per mensem. All the 6 mills visited at Jayanagar have 15 clerks in all. Out of these 15 clerks, 3 clerks get Rs. 50 per month; 4 get Rs. 40 p. m.; 4 get Rs. 30 p. m.; 2 get Rs. 20 p. m.; and two get Rs. 25 and Rs. 35 respectively. In the engineering staff, there are fitters and engine-drivers. The fitter is known as a *mistry* in some mills. The pay of a fitter varies from Rs. 15 p. m. to Rs. 60 p. m. There is an oilman in one mill who is paid As. 10 per day. The engine driver's monthly salary varies from Rs. 22 to Rs. 45 per month. Two out of seven drivers get Rs. 27 p. m.; two are paid at Rs. 30 p. m.; while two other get Rs. 40 and 45 p. m. respectively. Only one driver gets Rs. 22 per month.

The furnace staff consists of the fireman and the fire jack. The fire jack is unskilled. He supplies fuel to the fireman, who sits near the boiler and puts fuel into it. Out of 6 factories visited at Jayanagar, only 4 have a fireman on a monthly pay of between Rs. 25 and Rs. 15 p. m. Other mills pay daily wages, at As. 12 per day.

The monthly pay of weighmen varies from Rs. 12 to Rs. 30 p. m. But in most cases it is below Rs. 20. Weighmen also serve as cartmen in some cases. The weighman goes to the market, purchases paddy there and weighs it there. In some cases, paddy is weighed at the factory. Again, they weigh rice, after it is prepared. At one mill, there are two weighmen and are paid at Rs. 8 p. m. But it was stated that they got free food as well.

The menial staff consists of sepoya, peons, watchmen, platform-guards, gate-keepers and *chawkidars*. These are retained permanently and are paid on a monthly basis. The function of the workers is often very much the same, though they are called by different names. Their pay varies from Rs. 10 to Rs. 30 p.m.

Group B.—In the case of this group consisting of temporary coolies wages are calculated at the daily rate and paid weekly. Under this group come hullers and platform coolies. The work at the huller machine is mainly done by men, but at the platform in some factories even women workers work. Out of the 6 rice mills visited at Jayanagar, five mills pay huller coolies at 10 annas per day. Only one mill pays its huller coolies at 12 annas a day. In the case of platform coolies, the rate is very much the same. Four mills, out of six investigated, pay their coolies on platform duty at 8 annas a day. One mill pays its platform at 10 annas a day. In another, the rate varies from 7 annas to 10 annas. It was stated that those paid at As. 7 a day were children, which seemed probable. At Darbhanga, there is no such classification, and all are designated as coolies, and paid from 8 as. to 10 as. per day. Female platform coolies are not very common. In two mills at Jayanagar they are paid at 6 annas a day, while another mill pays 6½ annas a day.

Out of the 6 mills visited at Jayanagar, 3 mills reported that they paid the boiling coolies on a time-rate basis. In two mills the wages of coolies on boiling duty were shown to be Rs. 1/8/- per day, whereas in another, they were shown to be Re. 1 per day.

The following table gives the comparative wages of time-rate workers in May 1939 and November 1944. Figures were available in the case of one mill only.

TABLE 17.
Comparative Wages of Coolies (1939-1944).

Designation	Male or Female	Wages in May 1939	Wages in November 1944	Increase per cent.
Huller-Coolie	Male	0 3 6	0 10 0	186%
Platform-Coolie	Male	0 3 0	0 8 0	166%
Boiling-Coolie	Male	0 6 0	1 8 0	300%
Platform-Coolie	Female	0 2 6	0 6 0	140%

Group C.—This group comprises those temporary coolies who are paid on a piece-rate basis.

(a) *Boiling Coolies.*—These coolies are also daily-rated in some mills. In the month of November 1944, the piece-rate of payment was Rs. 6-4-0 per hundred bags containing 200 maunds of paddy. Their daily earnings can be estimated at Re. 1 per day. Generally a team of 12 workers boils 200 bags of paddy per day, for which the joint wages are Rs. 12-8-0. So roughly speaking, one worker on boiling duty can earn Re. 1 per day. In the year 1939, the piece-rate for boiling 100 bags of paddy was Rs. 2; thus there has been an increase of 213 per cent.

(b) *Conveying Coolies.*—The work of these coolies is to convey dried paddy from the platform to the huller room to be crushed. Towards the evening, when paddy is dried up, a few coolies come and carry paddy from the platform to the huller room. They are paid at the rate of Rs. 1-10-0 per 100 bags of paddy.

(c) *Sack Repairers*.—The wage rate for these workers is Rs. 2 per hundred bags. Generally, one repairer can repair 25 bags a day, so the daily earning is about As. 8. The repairers are known as *palladars* in the locality.

Allowances and Bonuses.—No allowances, bonuses etc. are paid to the workers at Jayanagar. Only at Darbhanga, in one mill, three months' pay was paid as bonus to the permanent staff in the month of November 1944. The payment of bonus, however, is not regular. It was paid because the managing agents had earned good profits that year. At Jayanagar, some concessions and benefits are given to the worker's at the employer's discretion. Such permanent employees as watchmen, sepoy, clerks and jamadars are given free accommodation, free fuel, and food at concession rates. Of course, all these facilities depend upon the discretion of the employer.

[Further details regarding wage rates are given in App. VIII].

III. Working Conditions.

Shifts and Hours of Work.—The normal hours of work are 10 in most factories. These mills work from 7 a.m. to 12 noon and again from 1 p.m. to 6 p.m. In one mill, the working hours are from 6-30 a.m. to 12-30 p.m. and again from 1-30 p.m. to 5-30 p.m. In two mills, rest intervals are 2 hours, working hours being 7 a.m. to 12 noon, and again 2 p.m. to 7 p.m. in one and from 6 a.m. to 12 noon and 2 p.m. to 6 p.m. in the other. In another mill, working hours are 7 a.m. to 12-30 p.m. and 1-30 p.m. to 6 p.m. In actuality working hours are automatically reduced in winter owing to insufficient lighting and weather conditions. There is no overtime and there is work mainly for six days of the week, although there is occasional laxity in this respect. All the mills have only one shift as would be clear from the foregoing. Only in one case, where rice-milling is combined with oil-milling, there are three straight shifts of 8 hours each : 9 a.m. to 5 p.m. ; 5 p.m. to 1 a.m. ; and again 1 a.m. to 9 a.m. There are no rest intervals. In rice mills generally, there is no night work, but this is necessary for oil milling.

Sanitary Arrangements, etc.—The number of latrines was found to be inadequate. There is not a single urinal in any factory. Only one mill has provided 3 latrines for males and 2 for females separately. Two mills have neither latrines nor urinals. The total number of workers in all the 7 mills was 600 and the total number of latrines 12 i.e., 1 latrine for every 50 workers. It was stated that the workers were not keen on these facilities and were inclined to spread themselves out in the fields. The arrangements for drinking water, too, did not appear to be adequate. There are bored tube wells at almost all the mills, but water can be had only while the engine is moving. There are no special arrangements for cool water during the summer season. There are no shelters for workers for taking meals or rest. The workers just loiter about or rest where they can.

IV. Housing.

There is no housing accommodation at Jayanagar for the workers, as they are all local. Only a few of the workers among the permanent staff, who need accommodation, are given living space somewhere on the factory premises. Some of the managers and permanent employees have built their own houses, while watchmen and sepoy use some part of the factory premises for cooking and sleeping. In one factory, 6 rooms have been provided for cooking to permanent employees. The rooms are brick-built and with thatched roofs. At Darbhanga, however, the management have constructed one-room tenements for the workers, with brick-walls and thatched roofs. There are 11 rooms in all, but only 5 are used while the others are vacant. No rent is charged. There are no facilities for workers to build their own houses. As most of the workers come from the neighbouring villages or are local, the housing problem is not very acute. Probably for this reason, the employers are not very anxious to go in for any housing programme.

V. Working of the various Labour Acts.

The Factories Act and Rules were not being complied with quite strictly. Workers were not allowed a weekly holiday even where they were employed on a monthly basis. Factory notices displaying extracts from relevant Acts were found only in two or three mills. Even there they were not displayed in conspicuous places. Children were employed in some factories and made to work the same number of hours as adults. The shifts and hours of work were not strictly adhered to and there was laxity in this regard on the part of both workers and employers. Adolescents and children did not carry token giving reference to certificates of fitness ; probably they were not certified either. There were no attendance records in some of the mills ; while in others attendance records were entered in ordinary *khatas* (account books) mixed up with other entries. Most of the mills were ill-ventilated and ill-lighted, and there were only a few holes in the walls for light and air. Barring one mill, no mill had provided drinking-water to workers. Most of the mills again, had no latrines or urinals ; and where any were provided, there was no separate arrangement for males and females. Factory inspection is inadequate here as everywhere else. There are only one Chief Inspector and two Inspectors in Bihar, and S.D.O's. are also given powers of inspection ; but the latter have so many other duties to perform that they hardly get any time for this purpose. Recently, a Labour Officer has been appointed under the Commissioner of Labour, Bihar, for this area, with powers of inspection. Apart from inadequacy of the inspectorate, the other defect was that even where remarks were made by inspectors, compliance was delayed indefinitely and prosecution were rare.

Nor did the Payment of Wages Act fare better. On the pay-rolls there were few signatures or thumb-impressions against entries of payment. It was stated that the workers objected to put their signatures or thumb impressions. This probably affords opportunities for abuses. It was reported by one worker that employers maintained two sets of pay-rolls : one in Hindi for actual payment, and another on the prescribed forms to be shown to factory inspectors and others. In view of this, it is difficult to say what payments were actually made to workers. In some mills, even pay-rolls were not to be found. Nor, except in one case, was an abstract from the Payment of Wages Act displayed in the mills.

As regards Workmen's Compensation, there have been no reported cases of accident in recent years, which may mean either there were really no accidents or that even if there were accidents, they were ignored and suppressed. The workers were utterly ignorant of their rights in this regard and no steps seemed to have been taken by anybody to acquaint them with the provisions of the Workmen's Compensation Act. It was stated, by some people, however, that when accidents took place, the worker or his dependents were generally given some "hush" money and information was seldom allowed to pass on to factory inspectors. It was significant that no employer in this industry ever insured against accidents with any company. As regards prevention and treatment of accidents, little was being done. In most mills scant attention was given to the provision of safety devices. In most mills there is the first-aid box, empty as usual. In one mill, even this was not available, and when the manager was questioned, he replied that he believed in the Ayurvedic system only ! He is accordingly getting a box made for indigenous drugs.

VI. Indebtedness.

There is not much indebtedness among rice mill workers here. As a class they do not wish to borrow and the tendency is to pull on within whatever income they earn. Moreover, a good proportion of the labour owns agricultural land and income from factory work is often only subsidiary. In dire necessity, sometimes workers borrow from employers generally without interest. A worker might borrow in the off-season, but invariably pays off in the working season.

VII. Welfare Activities.

There is no welfare work of any kind in these mills : neither canteens, nor creches, nor entertainments, nor medical facilities, nor educational work, nor industrial or vocational training. No figures were available for literacy amongst the workers, who were mostly ignorant of the three R's.

CHAPTER VII.—ORISSA.

I. Introductory.

Next to Bengal, Madras and Bihar rice mills are most numerous in the Province of Orissa. This province is rather backward in industrial development, and the total number of all industrial establishments that come under the working of the Factories Act in the province is only about 200. Out of these, 70 are rice mills, and the predominance of rice mills naturally suggests that any legislation regarding industrial labour in this province should be based on a careful consideration of labour conditions in this industry. The distribution of rice mills in different districts of this province is given below :—

TABLE 18.
Distribution of Rice Mills.

District	Total number of industrial establishments	Number of rice mills
Cuttack	20	6
Balasore	38	37
Puri	5	4
Sambalpur	8	5
Ganjam	13	9
Koraput	16	9

The size of rice mills in this province is almost the same as in other parts of the country, and the size of a rice mill is ordinarily much smaller than that of other industrial concerns, even sugar and paper concerns. Thus, most of the rice mills employ between a maximum number of 50 and a minimum number of 10 labourers and only a small number of mills employ between 50 and 150.

II. Employment.

There are 70 rice mills in this province employing an average daily number of about 2,671 persons. Most of the mills are engaged in boiled-rice milling, since a majority of persons living in this province consume boiled and not raw rice. Boiled-rice mills cannot work during the rainy season, since boiled paddy cannot be dried up in the open. But if the mill is concerned only with raw rice milling, the mill need not be closed in the rainy season, owing to the obvious fact that no drying process takes place. Since a large majority of these concerns are boiled-rice mills, they may be classified as seasonal and not perennial. Taking normal conditions into consideration, all rice mills can work throughout the year if they are engaged in raw rice milling and only for nine or ten months in a year (i.e., excluding the rainy season) in the case of boiled-rice mills. But in war time, most of the rice mills are not working for a major part of the year irrespective of the above consideration. Only a few mills can command stocks of paddy to run throughout the year and mostly these mills act as Government Agents to supply rice to Ration Depots and for other purposes. If stocks of paddy were equally distributed and if all the mills were held equally responsible for supplying rice to Government, there would have been a better distribution of work. Apart from these considerations, some mills have been stopped on account of some defect or other in the boiler or engine, which cannot be immediately rectified.

owing to the difficulty of procuring parts of machinery. The mills are generally closed for about a month at the time of boiler inspection and for a period of another month for the purpose of cleaning before the inspection and re-fitting the parts of the machinery after it is over. Owing to these reasons, a large number of mills could not be brought under investigation, and sampled investigation could be undertaken only in 11 mills located in three places in different districts, namely, Cuttack (3), Balasore (3), and Berhampur (5).

Labour in these mills is partly local and is partly drawn from suburbs. Workers are drawn from the Morbhani, Nilgiri, Jaleswar, Mosumburg and Murbhanji States; from Holyanpadur, Lanjapalli and Zutta; from Gusianagram, Kommapalli and Borigaum—all places situated within a distance of 2 or 3 miles from the respective mill premises. Labourers are recruited directly by the employer in some cases, though a *mistry* or *sardar* is employed for the purpose of recruitment in most cases. One mill employs two *sardars* (one man and one woman) so as to facilitate recruitment among both the sexes and to eliminate some evils of recruitment. The *sardar* is placed in such a high position that he or she receives the highest wages among all the employees. Of all the workers, the *sardar* and the monthly-paid staff are treated as permanent employees in the mill, while the weekly-paid and piece rated workers are considered to be temporary. The permanent staff receives wages throughout the year, including the off-season and no other workers are employed or paid in the off-season. The off-season varies from 3 to 4 months in a year, and the temporary or casual labourers leave the mill and work in the fields at the time of harvest for about a period of two months. During the remaining period of two months, i.e., in the rainy season, these workers are engaged in getting their livelihood either by collecting fuel or making *thatties* or working as domestic servants. Another point of difference between permanent and temporary workers with regard to conditions of service is that the permanent workers can generally take some leave without loss of pay, which privilege is denied to the temporary workers. A majority of workers in rice mills are temporary and as this is a seasonal industry, they have to face insecurity of employment in the off-season, when owing to the excessive supply of labour available, less than the economic wage can be had.

Length of Service, Labour Turnover and Absenteeism.—The length of service of workers in these seasonal factories cannot be estimated correctly, except in the case of permanent staff. The service of most of the monthly-paid workers varies from 5 to 10 years, while a few have put in more than 10 years' service. The service of most other workers is less than 1 or 2 years since they do not stick to a particular mill as the monthly-paid staff does. The figures for labour turnover could not be obtained except in the case of permanent workers, in whose case, naturally it was not very high. It was about 19 per cent. in one mill and 9 per cent. in another over a period of ten months. There was not much turnover even in the case of other workers, in mills where lodging was provided by the mill-owner. These workers did not generally leave in the off-season but engaged themselves in some other kind of work in the same locality. However, labour turnover arises in some cases for which both the employee and the employer are responsible. A worker may leave one mill and join another simply because a relative or a close friend coming from the same village is working in the latter. Some workers go to their native place in the off-season and do not return immediately after the season, until they feel the necessity to do so. Not being able to find any vacancy in the former mill on their return, they join another. Sometimes the employer transfers his workers, for reasons best known to him, from one of his mills to another, either belonging to the same or a different industry in which no special technical knowledge is required. Labour turnover cannot be estimated since attendance registers are not properly maintained in the mills and no registers are maintained at all in the case of piece rated workers. Absenteeism is altogether *nil* in the case of temporary workers who cannot

afford to forgo their wage. Even the monthly-paid workers do not absent frequently; they do not even take casual leave frequently, since they can claim extra pay if they do not avail themselves of the leave. In a mill where the monthly staff is entitled to 36 days' leave in a year (other than Sundays); and it is entitled to 36 days' salary besides remuneration in the year if it works on those days. This provision encourages the workers to work on all days.

III. Shifts and Hours of Work.

In almost all these mills, the single shift is prevalent. The work commences from 8 a.m. and closes by 6 p.m. with one hour's interval at 12 noon. The piece-rated workers do not observe any system of shift except in one or two mills and are found working from 6 a.m. to 4 p.m. without any definite intervals. Shifts, however, are not properly observed and the Inspector of Factories points out in many cases that female labour is employed continuously for 8 to 9 hours without rest and without a weekly holiday. In one case, a mill was warned by the Inspector that female labour should not be allowed to work after 7 p.m. The shift system is not observed properly in those mills where lodging is freely provided by the employer near the mill premises.

IV. Wages and Earning.

The monthly-paid staff is paid only once in a month, and all others are paid weekly. The monthly-paid staff is not paid for more than once a month as in other centres, nor is daily payment of wages common here. It appears that there is some time-lag between the end of the wage period and the time of actual payment. In this connection, the Chief Inspector of Factories observes in his reply to our questionnaire: "In fact, it is mostly the small factory individual owners (other than joint-stock companies) that trouble the employees by irregularity in payment". The wages of monthly-paid workers have been enhanced by Rs. 5 or at the rate of $2\frac{1}{2}$ pies in a rupee of their earnings (whichever is higher) within the last $1\frac{1}{2}$ years; and the wage rates of daily-paid workers have been enhanced at the rate of As. 2 per day. The present wage rates are shown separately for skilled and unskilled workers in Appendix IX. The piece-rated workers are paid not by the mill-owner as in other provinces, but by persons who purchase paddy for conversion into rice at the mill. Since the employer is not responsible for the payment of piece-rate wages, no accounts are kept by him and no estimate of the average daily earnings of piece-rated workers was possible.

The monthly wage rates vary between Rs. 25 and Rs. 55 in the case of *mistries*; between Rs. 17 and Rs. 50 in that of assistant *mistries* and drivers; between Rs. 14 and Rs. 30, in that of firemen; between Rs. 12 and Rs. 28 in that of oilmen; between Rs. 10 and Rs. 25 in that of watchmen, and Rs. 10 and Rs. 41 in that of male *sardars*. There was a female *sardar* or *sardarni* in one mill getting Rs. 30. The daily-rated workers are paid either by time or piece. Time rated workers are mostly coolies, getting between As. 7 and As. $10\frac{1}{2}$ (in the case of males) and between As. 6 and As. $7\frac{1}{2}$ (in that of females). Piece-rated workers are *kata* coolies, parboiling coolies and husk weighers. The *kata* coolies get from Rs. 2 to Rs. 3-2-0 per 100 bags of paddy; parboiling coolies from Rs. 6 to Rs. 7-8-0 for parboiling 100 bags of paddy; and husk-weighers Rs. 1-8-0 per 100 bags of husk. On the whole, the wage-level in the rice milling industry in Orissa appears to be much lower than in the same industry elsewhere.

Besides the money wages lodging is provided free of charge by the employer in most of the mills, while kerosene, fuel and medicine are also supplied free of cost in two mills. Where lodging is not provided in a mill, the driver is paid a house allowance of Rs. 2-8-0 per month. Rice is sold to workers at concession rates (Rs. 2 less than the market rate per bag) in all the boiled-rice mills, but not in other rice mills, since raw rice is not consumed

by the working class. Bonus is given in the case of monthly-paid staff to the extent of 1 or 2 months' salary, while other workers are paid 1 or 2 days' wage *gratis*. Clothes are now and then distributed on festive occasions to permanent workers. Advances are made to workers upto an extent of Rs. 100 in the case of permanent staff and up to Rs. 5 in the case of coolies. Sometimes advances are made in kind and not in cash. The worker is allowed to purchase rice without paying for it for the time being, and a deduction corresponding to the value of rice is made from the wage later.

V. Welfare Activities.

Most of the workers suffer from malaria which is chronic in this area. Some of them also suffer from occupational diseases like lungs and eye diseases and no attention is paid to these by the mill-owners. Only one employer maintains a dispensary on the mill premises, and has engaged a L. M. P. as part-time surgeon to render medical aid to the workers.

Canteens may not be necessary in mills which are located in the heart of the town, but they are most imperative where mills are situated far from the town. No canteen is maintained in any rice mill and the employers are not even anxious to provide the workers with one, except in one mill where the civil supplies officer's permission to maintain a canteen is being sought by the mill-owner.

VI. Housing.

Lodging is provided by the employer in four concerns to certain workers such as watchmen and sardars. In three other mills, all workers are provided with housing for which no rent is charged. One employer has constructed coolie quarters, with tiled roofing. Here there are about 65 rooms, of which 25 are single rooms and the remaining 40 are family quarters, each room accommodating a family consisting of 10 members. The dimensions of these coolie quarters are as follows :—

Length	Breadth	Height	Total Area	No. of doors
400'	15'	10'	sq. ft. 6,00,000	28

Separate quarters are also provided in this mill, 1 for the *sardar*, 4 for *mistries* and 1 for the medical dispensary. In another case, the employer has provided about 50 thatched sheds, where each family lives in one room. These rooms are much smaller than those mentioned above. Another employer has provided 25 rooms with roofs of corrugated iron sheets, the dimensions of a room being 10 ft. by 10 ft. and each room is occupied by 3 or 4 families ! The congestion here is horrible.

Where lodging is provided for workers in the mill, a rest shelter may not be absolutely necessary, but the absence of a shelter in other mills results in a lot of inconvenience to workers. It is only in one mill that a separate shelter is under construction. In all other cases, some of the workers go to a hotel nearby in the interval, while some of them even cook and take their food in the godown of the mill during the rest interval. Drinking water is not supplied in some mills, where the workers have to spend some time in getting water from a distant place, and the rest period is spent in a wholly restless manner. All these inconveniences can be mitigated if rest shelters are provided by those mill-owners who do not make any provision for housing near the mill.

VII. Labour Legislation.

One glaring disparity between the Factory Rules of this Province and those of some other Provinces is the absence of provision for Maternity Benefit. Even though no Act is in force, some enlightened employers pay some benefit to women workers at their discretion, at the time of confinement and they wish that the Act should be introduced in the province. Rice mills in Orissa engage women both as time-rated and piece-rated workers, unlike in North Madras, and the proportion of women employed to men is higher than in Madras. Such being the case, if a Maternity Benefit

Act is introduced in this province, it will be of some help to the women working in rice mills which are by far the most numerous among the industrial establishments of the province. The main difficulty is that the Act may be inoperative in practice in view of the fact that rice mills are seasonal and that only a few of the women-employees are permanent.

The Workmen's Compensation Act is in force and almost all the employers have insured with companies like the Queensland Insurance Company and the Curzon Insurance Company, Calcutta, paying about Rs. 50 as quarterly premium. Accidents in rice mills are, however rare, and all accidents do not come under the provisions of the Act. Thus, no compensation was paid in the case of a fatal accident that took place in a mill, since the accident took place on a Sunday, which is not a working day according to the Act! An employer paid compensation in one case, when the right hand of a worker was crushed in the mill, the compensation being fixed at 4 months' salary at the rate of Rs. 20 per month.

VIII. Indebtedness.

Almost all the workers are indebted to the employer, the monthly-paid worker to the extent of Rs. 100 on the average; the kata worker up to Rs. 25; and other workers up to Rs. 10 per head. Some workers also borrow from the local moneylenders. One of the main reason that forces the worker to incur debt is extravagance at the time of the marriage of his son or daughter. Malaria is a chronic disease among all workers and since no free medical aid is available to workers, they have to borrow to meet the doctor's fees. The worker has not only to meet the doctor's bills, but he has to forego wages during the period of illness, since no leave is granted for more than 7 days in a month even under exceptional circumstances. Besides, some of the workers are addicted to drinking, opium-eating and smoking. A combination of all these circumstances is responsible for the indebtedness of the rice mill workers in this province.

CHAPTER VIII.—BOMBAY.

There has been a growing tendency among the educated classes as well as, to a less extent, among the lower classes in the Provinces of Bombay, to prefer machine-milled rice to hand-pounded rice. Thus in the year 1934-35, out of a total production of 787 tons of rice, 434 tons (55 percent) was machine milled and the rest hand-pounded. Most of the rice mills in Bombay have been established in recent years, as can be guessed from the fact that out of the 10 mills investigated, 8 were established after 1920. The industry is more or less non-essential in character and the mills are found working practically throughout the year, with certain months showing higher spurts of production according to various factors affecting the production of milled rice. The number of working days in the mills under investigation varied from 115 to 291, with a general bias in favour of the higher figure. The principal districts in which the industry is located are Kolaba, Thana, Nasik, Belgaum, Dharwar, Kanara and the City and Island of Bombay. The following table gives an idea as to the relative magnitude in the case of each district.

TABLE 19

Number of Factories in different Districts.

District	Under Section 5				Under Section 2(j)			
	1939	1941	1942	1943	1939	1941	1942	1943
Thana	8	7	6	6	1	1	1	1
Nasik	2	2	2	2	3	2	2	2
Belgaum	3	2	2	2	..	..	..	..
Dharwar	1	6	7	6	..	..	..	..
Kolaba	11	19	20	22	..	2	2	3
Kanara	6	6	6	6	..	..	..	..
Island & City of Bombay ..	1	1	2	2	..	..	..	..
Total	32	43	45	46	4	5	5	..

The increase in the number of rice mills since the war began has been probably due to the stoppage of rice imports from Burma and the efforts of producers to meet the local demand for milled rice locally. At the same time it must be mentioned that during the last one or two years owing to various rice control orders issued by Government, the industry has suffered a setback.

Two typical districts were selected, *viz.*, Kolaba and Nasik, and 10 factories of both types, *viz.*, section 5 and section 2(j) factories were investigated, 8 in Kolaba and 2 in Nasik. On the whole, the industry is a small-scale industry. Where, as in recently established factories, the number of workers is smaller than in the older ones. The number of workers is larger in a poha (fried rice) factory, where three-fourths of the work is done by human labour. In other factories, there may be combination of other processes, such as oil-extraction, milling of flour, etc. Generally, the proprietor or the manager is the engineer and besides him one or two semi-skilled workmen are employed. The rest are ordinary coolie workers. The amount of female labour is not in considerable, being about 24 per cent. in the factories investigated.

I. Employment.

The total employment in rice mills in the Bombay Province can be seen from the following table.

TABLE 20.
Employment in Rice Mills.

District	Average daily number of workers			
	1939	1941	1942	1943
Thana	86	115	55	46
Nasik	147	110	106	121
Belgaum	27	15	13	14
Dharwar	9	45	49	68
Kolaba	127	258	296	326
Kanara	49	56	61	63
Total	445	599	580	538

In the 10 factories investigated, there were 189 workers employed, of whom 143 were men and 46 women. All these workers are time-rated workers. In addition piece-rated workers on contract basis are employed occasionally in some factories, the number employed depending upon the urgency of work. Such workers are mainly employed for weighing and arranging the paddy and rice bags and are paid a fixed sum per 100 bags.

Length of Service.—While considering the length of service, it must be remembered that many of the concerns are of recent origin and also that the industry is one requiring mainly unskilled labour. Out of the total of 189 workers, 85 (i.e., 45 per cent.) had put in service of less than one year; 61 (i.e., 32 per cent.) between 1 and 5 years; 25 (i.e., 13 per cent.) between 5 and 10 years; and 18 (i.e., 10 per cent.) above 10 years. The work being of an intermittent character, a large number of coolies are discharged from time to time. Those who have put in more than 5 years of service (nearly 23 per cent. of the total) comprise monthly-rated employees like engine-drivers, fitters clerks, etc. In some factories, they include ordinary coolies also, employed more or less on a permanent basis, but this is rare.

Permanent and Temporary Workers.—In a sense there is no definite classification of workers as permanent and temporary, because the manager

or proprietor is free to discharge any worker at any time and the worker free to leave a factory at any moment. There are no definite privileges or rights attaching to permanent status, but broadly speaking each mill has its own customs. In one mill, for example, the permanent hands get one month's leave, but only one full week at any time and not more. In addition, they get special annual bonus which may vary from 10 per cent. to 15 per cent. of their annual salary. In another mill, the permanent men get one or two weeks' leave with pay for emergencies, such as sickness, marriage, etc. Everyone gets the annual bonus at the flat rate of Rs. 25. In a third mill, permanent men get pay even for the days on which the factory is not working, and in addition a dearness allowance of 25 per cent. of their pay for the actual working days. Temporary workers have no rights of any kind.

Grade and Promotion.—Nowhere are there regular grades or time-scale promotions. The promotions always depend upon the sweetwill of the manager. Now-a-days however, every year increment is given to all to compensate for the increased cost of living.

Labour Turnover and Absenteeism.—No figures for labour turnover or absenteeism were available. Owing to the intermittent nature of work, labour turnover is probably considerable. Absenteeism is not high. It increases in the rainy-season, when the workers who own land remain absent for a month or so for agricultural work. Also this is the period when there is less work in the mills. Only in one mill absenteeism was nil, as the system there is to appoint those who do not own any land.

Standing Orders.—There are no standing orders in any mill. Naturally in such small mills the relationship between employers and employees depends upon the goodwill of the proprietor concerned.

Miscellaneous.—The character of labour is rural-agricultural. Most of the workers are Agri or Maratha by caste. In the rainy season, which is a slack period for many mills, the labourers go for work in their own fields or do miscellaneous work outside. Whereas at Nasik the labour is permanent in character because the mills work practically throughout the year. Owing to the present shortage of labour, even in the case of those mills which are closed for 2 or 3 months (or even more) in a year, it becomes necessary to employ one or two ordinary workers or coolies on permanent basis and pay them for this slack period. As a limited number of workers is employed in every factory, there is no necessity of any contract labour. Only recently contract labour has been employed in some factories, e.g., in one mill, four women are employed for winnowing and such other miscellaneous work. In another, to complete urgent Government work, contract labour is employed for weighing and arranging paddy and rice bags. As the number of workers required in such factories is small, the problem of labour recruitment is not difficult. Whenever any additional worker is required, the labourer working in the mill is asked to bring his own relative or friend, and employed if he is found suitable. There are no labour officers anywhere. For all the grievances of workers, the ultimate authority is the proprietor or the manager.

II. Wages and Earnings.

The level of wage-rates depends upon competition and the standard of living in the locality or district. Sometimes it depends upon the financial stability of the proprietor. For example, in one mill, the pay of the engineer, in 1928, was reduced from Rs. 60 p.m. to Rs. 40, as the proprietor was involved in a loss. Again it was increased to Rs. 60 p.m. in 1939.

The following table shows the general wage position in the mills investigated.

TABLE 21.

Wages of Principal Categories of Workers (1939 and 1945).

Occupation of the worker					Average pay in 1945	Average pay in 1939	Percentage increase in the pay
					Rs. AS. P.	Rs. AS. P.	
Engineer	..	..	..	..	60 0 0	..	..
Engine-driver	..	..	..	..	36 3 3	24 0 0	50
Fitter	..	..	..	..	32 0 0	15 0 0	113
Machinery-supervisor	..	..	..	..	28 0 0	..	..
Clerk for receipt & other miscellaneous work	..	..	..	..	59 0 0	..	..
Coolies (Male)	..	..	..	..	0 13 3	0 6 0	125
					per day	per day	
Coolies (Female)	..	..	..	..	0 10 0	0 5 0	100
					per day	per day	

It will thus be seen that there has been an increase of more than 100 per cent. in the wages of all the workers except the engine-driver. Similarly, we find much difference in the daily-wages of male and female workers though there is no difference in the work done by them. Only in factory No. 10 the wage rate (which is 12 annas per day) is the same for both the male and female workers.

Allowances and Bonuses.—No separate dearness allowance is given in most of the factories and the system is to increase the wage rate every year according to the rise in price-level. Only in 3 mills, it is paid. In one mill, since 1944 all are given an allowance of 4 annas per working day. But this may equally be regarded as an inducement to stick to the mill and be regular. In another mill 25 per cent. of the salary (for working days) is paid to 8 workers who are permanent. In still another, for the last 2 years, only 2 permanent workers are being given dearness allowance at the end of the year at Rs. 180 per annum. Bonus is given only in 2 mills out of 10. In one mill, the permanent workers get a special annual bonus of Rs. 50 to Rs. 250 i.e., 10 to 15 per cent. of the annual salary of each worker. In another mill, 5 permanent workers get a bonus of Rs. 25 every year. All these allowances and bonuses are probably temporary in character having arisen during war time.

Overtime.—At present the various controls have necessitated the introduction of contract work, i.e., every mill proprietor is required to supply his quota of rice in a particular period. So the proprietor who accepts such contracts finds it easy to supply his limited quota of rice by working his mill during the day time, and there is no necessity for over-time or night-shift work.

Periods of Wage Payment.—All daily-rated workers are paid every week and others are paid once a month. The wage period is a Hindu calendar month in most of the mills. In four mills, even ordinary labourers are employed on a monthly basis; while in one, some workers are paid once a month and others, on daily wages, are paid twice a week.

Holidays with Pay.—Six mills are closed one day in a week; in three mills, a weekly holiday is given in turn to different batches so that the mills can be kept working throughout the week; and in one mill, there is no weekly holiday as it does not fall under the Factories Act.

Besides this, nearly 20 important Hindu holidays are given in all the mills (except one which gives only 6 holidays). The Jew proprietor of one of the mills gives 13 Jew holidays and 10 Hindu holidays.

III. Working Conditions.

Hours of Work and Shifts.—Day-shift work is found in all the mills. Only in 2 mills, there is night-shift work. The working hours extend from 8 to 10 hours and similarly the rest interval varies from 1 to 2 hours.

In 5 mills, the working hours are 9; in one they are 8; and in two others 10. It was surprising to see that the proprietors of 2 mills did not themselves know the working hours of their own mills. Obviously, in such places the hours of work and rest depend upon the proprietor's sweet will. All these details will be clear from the following table :—

TABLE 22.
Shifts and Working Hours.

Mill No.	Shifts	Total Spreadover	Working hours	Rest hours
1	9 a.m. to 1 p.m. and .. 2 p.m. to 7. p.m.	10	9	1
2	8-30 a.m. to 1 p.m. and .. 2 p.m. to 6-30 p.m.	10	9	1
3	8-30 a.m. to 1. p.m. and .. 3 p.m. to 7-30 p.m. ..	11	9	2
4	8-30 a.m. to 1 p.m. and .. 2-30 p.m. to 7 p.m. ..	10½	9	1½
5	8 a.m. to 12-30 p.m. and .. 1-30 p.m. to 6 p.m. ..	10	9	1
6	No fixed working time ..	..	..	..
7	9 a.m. to 1 p.m. and .. 3 p.m. to 7 p.m.	10	8	2
8	No fixed working time ..	..	..	..
9	7-30 a.m. to 1-30 p.m. and .. 3-30 p.m. to 7-30 p.m.	12	10	2
10	8 a.m. to 12 noon and .. 2 p.m. to 8. p.m.	12	10	2

In the two mills, in which there is working of night shifts, the position is as follows :—

TABLE 23.
Night Shifts and Hours.

Mill No.	Shifts	Total Spreadover	Working Hours	Rest Hours
1	8 p.m. to 1 a.m. and .. 2 a.m. to 7 a.m.	11	10	1
5	8 p.m. to 12 30 a.m. .. and 1-30 a.m. to 6 a.m.	10	9	1

It must be mentioned here that in Mill No. 1, the workers of the two groups for night shifts, after working for 5 hours, get the same wages as are paid to day-shift workers for 9 hours. No multiple or over-lapping shifts are worked in any of the mills investigated.

Ventilation, Shelters and Sanitary Arrangements.—In relation to the numbers of workers and sizes of mills, the conditions of ventilation are satisfactory and there is sufficient space to accommodate the limited number of workers in each mill. No special shelters are provided in any mill, as the number of workers is less and almost all of them go to their homes which are situated nearby. In the bigger mills, latrines were found, but in others there was no provision of any sanitary facilities. The employers' explanation was that the workers were habituated to use the open spaces near the mill and would not avail themselves of any such facilities. It was also stated by some

that they did not get the requisite raw materials and permits from Government for constructing latrines and urinals. As regards the supply of fresh water, usually there are wells near every mill. Four mills had boring wells nearby. Only in one, was cool water supplied to workers from earthen pots.

IV. Housing and Welfare.

There was no housing provided in the mills, except in the case of two of them, where one or two watchmen only were provided with ordinary sheds. There are no welfare activities of any kind owing to the financial weakness of the concerns and the small number of workers employed.

V. Enforcement of Labour Acts.

There are many irregularities and illegal practices prevalent in these mills which are contrary to the provisions of the Factories Act. Mills seldom start working at the scheduled time ; workers are allowed to come late and work till late at night. In some cases no night-shift time is displayed and there are no first-aid boxes. Wage payment is not always regular ; in some cases payments were withheld for 2 or 3 months. Notices displaying extracts from various Acts were found in torn condition in one mill, and no attempt seemed to have been made to replace the notices. Registers of wage-payments are not properly maintained in some mills. The main reasons for these and other irregularities are, firstly, the ignorance of the proprietors and managers themselves ; secondly, the poverty and ignorance of the workers ; and thirdly, the very infrequent visits (generally once a year) of a formal nature of the factory inspector and probably also his leniency in dealing with culprits.

VI. Accidents and Occupational Diseases.

The working of the machinery being mostly automatic, there are few accidents of a major, or even of a minor, character. Only in one mill, there was a fatal accident in 1941, for which Rs. 750 was paid as compensation by the proprietor. Only one employer has insured with a private company against accidents. It was stated that there are no occupational diseases peculiar to this industry.

VII. Indebtedness.

There is a system of paying weekly advances prevalent here in all mills except in two. In one of the mills, advances are given to women only and not to men. The advances are recovered at the end of the month. Apart from this, some employers have given loans of a long-term character to needy workers, mainly for marriage and similar purposes, either free of interest or at a nominal rate of interest. The amounts have ranged from Rs. 100 to Rs. 400.

CHAPTER IX.—SUMMARY AND CONCLUSIONS.

Rice mills form the most numerous group among all industrial concerns in India. There were 1,634 rice mills in 1943, employing 51,385 persons in British India. The importance of the industry is obvious from the fact that India stands first among all the rice-producing countries of the world with regard to acreage under rice (though not yield), and the rice crop ranks foremost in Indian agriculture in acreage as well as total volume of production. Rice is the staple diet of Indians, and the excess of consumption over internal production amounts to as much as 2 million tons of rice which is imported every year from Burma, Siam and Indo-China. The growth of the rice-milling industry in India till recently has been the result of the consumer's preference for milled rice over hand-pounded rice. But consequent upon the introduction of war-time control measures regarding movement of food grains and the rationing of food stuffs, most of the rice mills have not been in a position to acquire sufficient stocks of paddy to work throughout the year, with the result that a large portion of the workers has been thrown out of employment. Besides, shortage of coal, of gunny bags and of parts of machinery, has proved to be

a stumbling-block in the working of the rice mills. The size of a rice mill is small and broadly speaking the extent of employment in each mill depends on different factors, such as (i) the type of machinery used, whether the horizontal huller or the automatic sheller ; (ii) the power employed to drive the engine, whether oil or steam or other forms of motive power ; (iii) the allied operations undertaken such as groundnut decortication and oil milling ; and finally (iv) the proportion of parboiled to raw rice produced by the mill.

One feature which distinguishes rice from most other food crops is that husk has to be removed from paddy before it is ready for consumption. The main processes that paddy has to go through in a mill are shelling, hulling, grading and polishing. Ever since the introduction of rationing, superior quality of paddy is not subjected to double polish or mixed with yellow powder. If paddy is converted into parboiled rice, it has to undergo other processes preparatory to milling, *viz.*, soaking, boiling, drying and steeping. The main types of semi-skilled workers employed are the engine *mistry*, the driver, the shellerman, the hullerman and the fireman or oilman. They are generally time-rated or salaried workers paid by the month. The other time-rated workers are casual labourers (men and women) that are engaged from day to day. They are employed for miscellaneous work, and they work as coolies for carrying husk, rice, water, etc. They work under the supervision of a head, known as *mistry* or *sardar* (male) and *sardarni* (female). Another group of workers engaged in rice mills, and paid by the piece consists of workers in the *kata* group and the boiling section.

Peculiarities of the Industry.—The features peculiar to the industry are : (i) the seasonal character of the industry ; (ii) the system of leasing out mills from year to year ; and (iii) the practice of letting out mills on hire from time to time. These features have a great bearing on the problems of employment and welfare of the workers. Generally speaking, owing to these features the workers have not only no stability of income and employment but no protection as to their rights and privileges.

Number of Mills and Employment.—In no other province is the industry developed to such an extent as in Madras. Nearly 50 percent of the number of perennial rice mills in British India are located here, providing employment for about half the workers engaged in rice milling throughout British India. In Madras, there are about 832 concerns, employing an average daily number of 23,690 workers. An immediate cause for the growth of the industry is the increase in imports of paddy into Madras ports from Indo-China, particularly in 1939. Bengal ranks as one of the two most important rice-growing provinces in India, and there were 392 mills, employing 14,865 persons in 1939. Next in order of importance comes the C.P., where 161 rice mills employed about 3,843 persons in 1939. Other provinces in order of importance (in 1943) are : Bihar (91 mills, and 5,082 workers) ; Orissa (70 mills and 2,711 workers) ; Bombay (53 mills and 645 workers). In other provinces, such as U.P., Punjab, and Sind, the number of mills and workers is small.

Classification of Workers.—Among all workers employed in rice mills in Madras, 64.5 percent are men, 33.7 percent are women, 1.5 percent are adolescents (male and female) and 0.3 percent are children. The piece-rated workers form nearly 35 percent of the total workers, and women are also engaged as piece-rated workers in South Madras, mainly as paddy driers. Illegal employment of children is prevalent in Bihar and Bengal (particularly in Pandua and Bolpur). The proportion of women to male workers employed in Bengal appears to be on the increase owing to the increased demand for male labour in military constructions. There has also been an increase in the proportion of time-rated to piece-rated workers compared to the pre-war period. The time-rated workers at present form about 70 percent of the total, while the

rest are piece-rated. The number of women workers in other provinces is not so great as in Bengal or Madras, as the proportion of female workers in the rice mills of Bihar and Bombay appears to be only 6 percent and 25 percent respectively.

Recruitment of Labour.—There was no dearth of labour in the centres investigated, and most of the workers either belonged to the local area or had immigrated and settled in the place. The paddy-boiling coolies in Bengal have mostly immigrated from Orissa and not a single mill employs local labour for the work of boiling, as the work is strenuous and disagreeable to them. Workers in Orissa collect fuel, or make thatties, or work as domestic servants during the off-season. Workers in rice mills join the mill of their own accord, and in many cases they are employed directly by the employer. In some centres in Madras, the employer consults the Mill Supervisor in recruiting semi-skilled workers and the *mistry* in recruiting other workers. There is, however, one peculiarity regarding recruitment of *Kata* workers through the *muta* in North Madras. The worker is asked to pay Rs. 30 at the time of joining the *muta* and the amount is distributed among all the members of the *muta*, including the incoming member. The amount serves as caution money and is returnable to the member when he leaves the group with the permission of the *mistry*.

Length of Service of Workers, Labour Turnover and Absenteeism.—The length of service of workers in rice mills, which are small and seasonal factories, is inconsiderable, and few workers stay on continuously in the same mills. Among the workers, the monthly-paid workers are the most stable, though changes in the lease of mills may affect even their tenure. The *Kata* workers stay longer than the casual or daily-paid labourers, and women workers are generally more permanent than male workers. Our survey showed that in Madras, 13.4 percent of workers had put in over 10 years' continuous service, 15.6 percent between 5 and 10 years; 31.5 percent between 1 and 5 years and the rest below 1 year. In Bengal, the service of 50 percent workers fell below 6 months, while only 11 percent had put in more than 5 years' service. Similar was the case in Bombay, where nearly half the number of workers had a service of less than one year to their credit. Workers generally left the mills of their own accord, and there were not many cases of dismissal or retirement. As regards labour turnover, this arises mainly from seasonal migration, as well as temporary unemployment of workers in concerns. So far as semi-skilled workers are concerned, competition in wage-rates or absence of standardisation in wage rates and changes in the lease or contract of the mill are responsible for turnover. Labour turnover in Madras was estimated at 27.9 percent over a period of nine months. The Bengal figure was slightly higher, 37.83 percent over a period of one year. This increase may be on account of the greater demand for labour in other industries and the uncertainty of employment in rice mills due to shortage of coal and irregular supplies of paddy. Labour turnover has been more rapid during the war in Bihar as well, where workers left rice mills to work under military contractors. Some of the casual workers in the province are attracted by the higher wage rates prevalent in the Assam tea plantations also. Turnover is low in those concerns where the workers are housed by the employer. Absenteeism in rice mills is almost nil in many centres. As the attendance registers are neither available nor properly maintained, the figures could not be estimated in all centres. But it was clear that absenteeism had increased during war time. The figures of absenteeism calculated for mills in South Madras showed that it had increased from 16.4 percent in 1939 to 20.8 percent in 1943. Absenteeism in Madras was particularly high among casual workers, whereas it was negligible in the case of the monthly-paid workers. Absenteeism among the latter class of workers

was only 4 per cent. in 1944 (in Bihar). The monthly-paid workers in Orissa did not generally absent themselves, as they received an additional wage if they did not make use of the casual leave to which they were entitled. Absenteeism in rice mills was found especially great during the harvest season, and it was *not* greater immediately after pay days, as advance payments were made to the workers from time to time.

Shifts, Hours of Work, and Holidays.—In Madras, rice mills form the biggest group of industrial concerns so far as the working of multiple shift is concerned. Some of the mills in Madras and C.P. also work overlapping shifts. Night shifts are common in Bengal, C.P. and Bombay, and employment of women during nights is not unusual. The mills in Bihar and Orissa work only single shifts. In Madras, all mills are closed on Sundays and on *Amavasya* (new-moon) days, when the general bodies of workers' unions meet. The mill workers in Bombay are allowed holidays in different batches so that the factory need not be closed on any day. In Bengal, besides weekly holidays, the mills are closed on festive days, such as *Durga-puja*, *Mohurram* and *Idd*, and only some of the temporary workers are entitled to wages on such days. The piece-rated workers in Bengal, especially the *chatal* coolies, belonging to the paddy drying section, do not get Sundays or substituted holidays. The shifts or working hours are not properly observed during the busy season.

Wages and Earnings.—Broadly speaking, wages are paid once a month to the monthly-paid workers, and they are allowed to take advances from time to time before the end of the wage period. The *Kata* workers are paid once a week or a month, and the casual workers are paid daily. The same is not the case in Bengal, where there is no uniformity regarding the period of wage-payment. In some centres, the engine *mistry* is paid on a daily basis, while the *chatal* coolies and machine coolies are paid according to hourly rates, if the mill does not work for the minimum number of hours. Almost all workers are paid directly by the employer ; but piece-rated workers are paid through the *mistry* of their batch, and a part of their wage is also paid by the contractor when the milling of paddy is undertaken on hire. The wage-rates of workers are not based on any principle, but they differ according to the skill and experience of the worker on the one hand and the employer's likes and dislikes as well as his financial position, on the other. There are no regular grades or scales of promotion even in the case of permanent or semi-permanent workers. However, the wage rates are enhanced from time to time as a result of interference by either the local authorities or the trade unions. A comparison of pre-war and present wage-rates in Madras shows that an increase of 30 percent in the case of the monthly-paid staff, and of 17.8 percent and 36.3 percent in the case of male and female coolies respectively. In Bengal, the increase in the wage-rates of monthly-paid workers has been less than in those of *chatal* and huller coolies. In Bihar, the wages of the engine staff were enhanced by 50 percent, those of piece-rated workers by 200 percent, and those of casual workers by about 300 percent since the war began. The wage rates in Orissa were enhanced by Rs. 5 or at the rate of 2½ pies in a rupee in the case of the engine workers, while in that of temporary workers by As. 2 per day. In Bombay wages were raised by 50 percent in the case of the engine driver and about 100 percent in that of all other workers. No estimate of the average earnings of piece-rated workers can be given, as they receive a joint wage from the employer and the contractor. Roughly, however, the piece-rates have been enhanced by about 100 percent since the commencement of the war. In some districts of Madras, particularly in the West and the East Godavari, there is a practice of paying a minimum wage to piece-rated workers. Besides money wages, the monthly-paid workers are, in some cases, paid bonuses, depending on the profits of the employer. Dearness allowance is paid only

in a few mills and centres. The casual workers are paid gratuities either in cash or in kind and their value depends on the mutual relationship between the employer and the individual worker. The *mistry* in Bengal is supplied with a free meal and *baksheesh* is paid once a year. Some workers are provided with free housing accommodation in Bihar, Orissa and other provinces. The monthly-paid worker in Bihar is given one seer of mustard oil once a month and fuel free of cost; gifts such as clothes formerly given to workers on festive days have been stopped owing to the high cost of cloth. Free lodging, free kerosene or fuel, and free medicine are supplied in many mills in Orissa. There are, however, no deductions on account of fines or damaged material. Advances (made to permanent workers mainly) or the value of purchase of *kunki* (broken rice) are deducted from wages at the source. There are some unjustifiable deductions in Madras, such as the deduction of $\frac{1}{4}$ or $\frac{1}{2}$ anna in the rupee from the earnings of workers made by the pay-clerk at the time of wage-payment, but such malpractices are discouraged by the growing power of trade unions in the Province.

Welfare Work.—Broadly speaking, welfare conditions in the factories are not quite satisfactory and there is a large scope for improvement. Conditions are more or less the same in all provinces. Rice mills are small in size and seasonal in character; and changes in lease resulting in frequent changes of management are responsible for the employer's lack of interest and the absence of permanent or regular measures. Generally, conditions regarding sanitation and ventilation are not satisfactory. The chief evils are: (i) the dust menace, and (ii) the pungent smell coming out of the stagnant pools of water in and around boiled-rice mills. Most of the mills have erected rent-free dwellings for the workers, especially where the labour is not local but imported. The employer provides the housing materials, and gets the workers themselves to construct the hutments. In many cases, the roofs are made of either rice straw or coconut leaves (particularly in Madras), or mud floor fenced with bamboo mats (in Bengal) or corrugated iron sheets (very rarely). The arrangements with regard to provision of tube wells, tanks or taps for the supply of drinking water and for washing purposes are satisfactory only in Bengal. The position relating to latrines and urinals is not at all satisfactory anywhere. There are no canteens or grain-shops attached to rice mills anywhere. Owing to the absence of rest shelters and creches, the workers have to spend their interval either in the mill compound or the godown of the mill, and women workers have to leave their children somewhere in the mill premises absolutely unattended. Workers in rice mills suffer from diseases of an occupational origin, such as cough, blood vomiting, eye diseases, knee troubles and lungs diseases according to the nature of work done by them. Malaria has become a chronic source of ill-health, particularly in Bengal and Orissa. The first-aid box is not properly maintained and workers are not provided with any kind of medical aid either at the time of accidents or when they fall sick. Most of the workers are indebted and as the casual workers do not get any advances from the employer, they have to borrow from money-lenders or shopkeepers in the bazaar at exorbitant rates of interest. The conditions of labour in rice mills have become very appalling, as most of the workers have been unemployed owing to the closure of mills. Even those that are employed are not well-paid and the wage-rate has no relation with the galloping rise in the price-level. If the worker owns a bit of land, he can fall back on his agricultural income, but what is borrowed in the off-season is repaid in the working season. Besides the risks of seasonal and involuntary unemployment to which these workers are exposed, the absence of free medical aid, loss of wages during illness, extravagant habits, such as smoking, drinking and opium-eating, to which some of them are addicted,—all involve the worker

into debts, throwing him into the clutches of the moneylender or the employer almost permanently. The workers are not well organised anywhere except in Madras, and trade union activity in many centres has not covered workers in rice mills. In Madras, there are about a dozen rice-mill workers' unions which have improved the condition of workers to some extent. There have been some strikes here and there, the most important of which was the strike at Bezwada some time back, which lasted for about a month, involving all workers in the local rice mills.

B. P. ADARKAR.

SIMLA,

The 9th August 1945.

APPENDIX I.

Total Employment in the Rice Milling and Hand-pounding Industry.—The Report on the Marketing of Rice in India (p. 45) gives the following estimate of total employment in the handicraft section, viz., the hand-pounding industry : " Expressed quantitatively, the proportion of hand-pounded rice represents roughly 19.4 million tons out of a total net outturn (after allowing for seed requirements) of 26.74 million tons. The labour involved in hand-pounding must be enormous and may be estimated as giving full-time employment to at least five and a quarter million people. This work is done mostly by women. " This estimate, as will be shown below, somewhat exaggerates the position as regards hand-pounding. So far as the factory industry is concerned, there are two main branches, viz., factories covered by the Factories Act, and factories not covered by it. The table below gives the average daily number of employees in rice mills which were covered by the Factories Act, between 1934 and 1943. The number of workers in such factory was 51,385 in 1943. No estimate is possible of workers employed in factories not covered by the Act, either because Section 5 was not applied or because the number of workers in any factory was less than 10. It cannot, however, possibly exceed 10,000. Thus, total factory employment may be estimated at about 60,000.

We may estimate employment in hand-pounding as follows :—

(1) We may safely assume that full-time employment means employment for 25 days in a month, or 300 days in a year.

(2) It is a fact that two women workers can pound one *patti* (bag) of paddy weighing 140 lb. working whole-time in one day.

(3) One ton = 2,240/140 bags = 16 bags of paddy or *pattis*.

(4) The proportion of paddy to rice is 100 : 65 (according to the *Marketing Report* pp. 488-9).

(5) Hence, the number of persons required to convert 19.41 million tons of paddy into rice in one year on a whole-time basis :

$$= \frac{19.41 \times 100}{65} \times \frac{16}{300} \times 2 \text{ million}$$

$$= 3.18 \text{ million.}$$

If we add to this figure the figure for employment in factory industry the total comes to 3.24 millions or 3¼ millions.

The following table shows the extent of employment in Rice Mills (as indicated by figures taken from the *factory Statistics* for several years). The figures are somewhat incomplete, as, in one Province, rice mills are grouped under " Miscellaneous " indistinguishably :—

TABLE 24.

Average Daily Number of Employees in Rice Mills.

	Madras.	Bombay.	Sind.	Bengal.	U. P.	Punjab.	Bihar.	Orissa.	C. P. & Berar.	Assam.	Total.	Grand Total.
1934 Perennial ..	11,070	..	..	13,509	..	449	4,191	..	..	338	29,559	32,580
Seasonal ..	..	1,128	..	..	249	..	..	..	1,846	..	3,023	..
1935 Perennial ..	13,902	..	..	13,951	447	666	4,744	..	..	435	34,145	36,189
Seasonal ..	..	1,280	..	..	..	..	..	..	764	..	2,044	..
1936 Perennial ..	14,307	13	..	16,305	517	652	3,029	1,732	..	515	37,070	39,694
Seasonal ..	..	76	1,450	..	..	..	..	..	1,098	..	2,624	..
1937 Perennial ..	15,757	88	..	17,308	520	960	3,688	2,221	..	777	41,319	43,856
Seasonal ..	..	..	1,555	..	..	..	..	..	982	..	2,537	..
1938 Perennial ..	16,189	307	..	18,635	591	773	3,521	2,645	..	958	43,619	47,329
Seasonal ..	..	..	2,181	..	..	..	..	..	1,529	..	3,710	..
1939 Perennial ..	17,091	453	..	18,742	635	1,056	3,935	2,671	..	826	45,409	47,446
Seasonal ..	..	..	2,037	..	..	..	..	..	(a)	..	2,037	..
1940 Perennial ..	17,906	543	..	18,447	743	366	4,461	2,897	..	926	46,289	49,581
Seasonal ..	..	..	1,940	..	..	352	..	..	(a)	..	2,292	..
1941 Perennial ..	18,537	608	..	18,329	754	408	4,958	3,187	(a)	979	47,760	49,999
Seasonal ..	..	..	1,914	..	..	325	..	..	(a)	..	2,239	..
1942 Perennial ..	21,564	596	..	18,244	728	387	5,685	2,887	(a)	915	51,006	52,715
Seasonal ..	..	..	1,913	..	..	296	..	..	(a)	..	1,709	..
1943 Perennial ..	23,690	645	..	14,865	679	409	5,082	2,711	(a)	960	49,041	51,385
Seasonal ..	..	..	2,064	..	..	280	..	..	(a)	..	2,344	..

(a) Information not available for some years; in other years, rice mills appear to have been grouped under "Miscellaneous" in the Factory Statistics maintained by the Provincial Government.

APPENDIX II.

Statement showing Hours of Work and Shifts in Rice Mills in Some Centres in Madras Province.

Centre.	(A) No. of mills working 1 shift.	(B) No. of mills working 2 shifts.	(C) No. of mills working 3 shifts.	(D) Total No. of mills - investi- gated.	(E) No. of mills working spl. shift for drivers & foremen.	Working hours in (A).	Working hours in (B).		Working hours in (C).	Working hours in (E).
							Relay No. 1.	Relay No. 2.		
Masulipatam ..	2	5	..	7	2	7 a.m. to 12 noon 1 p.m. to 6 p.m.	7 a.m. to 10 a.m. 1 p.m. to 4 p.m. 7 a.m. to 12 noon 2 p.m. to 6 p.m.	10 a.m. to 1 p.m. 4 p.m. to 7 p.m. 5 a.m. to 8 a.m. 2 p.m. to 6 p.m.	.. ..	7 a.m. to 1 p.m. 1 p.m. to 7 p.m.
Gudirada ..	..	3	2	5	..	..	6 a.m. to 8 a.m. 12 noon to 4 p.m. 4 a.m. to 8 a.m. 12 noon to 4 p.m.	8 a.m. to 12 noon 4 p.m. to 7 p.m. 8 a.m. to 12 noon. 4 p.m. to 8 p.m.	5 a.m. to 9 a.m. 9 p.m. to 1 p.m. 1 p.m. to 5 p.m. 5 p.m. to 9 p.m. 9 a.m. to 1 a.m. 1 a.m. to 5 a.m.	..
Tenali ..	..	8	..	8	6	..	6 a.m. to 9 a.m. 12 noon to 3 p.m. 7 a.m. to 9-45 a.m. 12-45 p.m. to 3-45 p.m.	9 a.m. to 12 noon 3 p.m. to 7 p.m. 9-45 a.m. to 12-45 p.m. 3-45 p.m. to 6-45 p.m.	..	5 a.m. to 9 a.m. 12 noon to 3 p.m. 9 a.m. to 12 noon 3-45 p.m. to 8 p.m.
Gantur ..	2	3	..	5	1	8 a.m. to 1 p.m. 3 p.m. to 7 p.m. 7 a.m. to 11 a.m. 3 p.m. to 7 p.m.	5 a.m. to 10 a.m. 12 a.m. to 4 p.m. 7 a.m. to 9 a.m. 11 a.m. to 11 noon 3 p.m. to 6-30 p.m.	9 a.m. to 10 a.m./ 4 p.m. to 8 p.m. 9 a.m. to 11 a.m. 12 a.m. to 3 p.m.	..	5 a.m. to 10 a.m. 1 p.m. to 4 p.m.
Peravada ..	..	7	..	7	1	..	6 a.m. to 8 a.m. 12 noon to 4 p.m. 5 a.m. to 9 a.m. 2 p.m. to 6 p.m. 8 a.m. to 2 p.m.	8 a.m. to 12 noon 4 p.m. to 7 p.m. 9 a.m. to 2 p.m. 6 p.m. to 9 p.m. 2 p.m. to 7 p.m.	..	5 a.m. to 8 a.m. 12 noon to 4 p.m.
Ellore ..	1	4	..	5	1*	8 a.m. to 1 p.m. 4 p.m. to 7 p.m.	5 a.m. to 8 a.m. 12 a.m. to 4 p.m.	8 a.m. to 12 noon 4 p.m. to 7 p.m.	..	6 a.m. to 8 a.m. 9 a.m. to 11 noon 2 p.m. to 6 p.m.

Centre.	(A) No. of mills working 1 shift.	(B) No. of mills working 2 shifts.	(C) No. of mills working 3 shifts.	(D) Total No. of mills investi- gated.	(E) No. of mills working spl. shift for drivers & foremen.	Working hours in (A).	Working hours in (B).		Working hours in (C).	Working hours in (B).
							Relay No. 1.	Relay No. 2.		
Tadepalligudem ..	..	3	..	3	..	..	5 a.m. to 8 a.m. 12 noon to 6 p.m.	8 a.m. to 12 noon 2 p.m. to 7 p.m.	..	..
Nidadavole ..	..	3	..	3	2	..	6 a.m. to 9 a.m. 12 noon to 6 p.m.	8 a.m. to 12 noon 2 p.m. to 7 p.m.	..	5 a.m. to 8 a.m. 8 a.m. to 12 noon. 2 p.m. to 6 p.m.
Palakol ..	1	3	..	4	1*	8 a.m. to 1 p.m. 3 a.m. to 7 p.m.	7 a.m. to 11 a.m. 2 p.m. to 7 p.m. 7 a.m. to 10 a.m. 1 p.m. to 7 p.m.	8 a.m. to 2 p.m. 4 p.m. to 7 p.m. 7 a.m. to 1 p.m. 4 p.m. to 7 p.m.	..	7 a.m. to 11 a.m. 4 p.m. to 7 p.m. 3 p.m. to 7 p.m. 4 a.m. to 7 a.m.
Rajahmundry ..	4	..	..	4	..	8 a.m. to 12 noon 1 p.m. to 6 p.m. 8 a.m. to 1 p.m. 3 p.m. to 7 p.m.	..	..	..	..
Coconada ..	..	4	..	4	..	..	6 a.m. to 8 a.m. 12 noon to 4 p.m. 5 a.m. to 9 a.m. 2 p.m. to 6 p.m.	8 a.m. to 12 noon 4 p.m. to 7 p.m. 9 a.m. to 2 p.m. 6 p.m. to 10 p.m.	..	..
Tuni ..	..	3	..	3	..	..	6 a.m. to 9-15 a.m. 12 a.m. to 3-45 p.m. 5 a.m. to 7 a.m. 9 a.m. to 1 p.m.	9-15 a.m. to 12-30 p.m. 3-45 p.m. to 7 p.m. 7 a.m. to 9 a.m. 1 p.m. to 6 p.m.	..	..
Erode ..	1	4	..	5	..	9 a.m. to 1 p.m. 2 p.m. to 7 p.m.	8 a.m. to 12 noon 1 p.m. to 6 p.m. 8 a.m. to 12 a.m. 1 p.m. to 6 p.m.	8 a.m. to 12 p.m. 1 a.m. to 6 a.m. 7 p.m. to 11 p.m. 12 p.m. to 5 a.m.	..	..
Tirupur ..	4	2	..	6	..	9 a.m. to 2 p.m. 3 p.m. to 7 p.m. 8 a.m. to 12 noon 1 p.m. to 6 p.m.	8 a.m. to 12 noon 2 p.m. to 7 p.m. 9 a.m. to 2 p.m. 3 p.m. to 6 p.m.	8 p.m. to 12 p.m. 2 a.m. to 7 a.m. 8 a.m. to 12 a.m. 1 a.m. to 6 a.m.	..	..
Total ..	15	52	2	69	14					

APPENDIX III.
Wages of Piece-rated Workers in Rice Mills in Madras Province.

Centre.	100 bags paddy kuta (weightage).		100 bags-rice kuta (weightage).		100 bags double stitching.		100 bags single stitching.		100 bags paddy drying.		100 bags exporting or importing from transport point to the mill.		100 bags of paddy boiling & drying.	
	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.
Masulipatam ..	Rs. A. P. 1 6 0	Rs. A. P. 1 10 0	Rs. A. P. 1 10 0	Rs. A. P. 3 3 0	Rs. A. P. 1 4 0	Rs. A. P. 1 8 0	Rs. A. P. 0 12 0	Rs. A. P. 1 0 0	Rs. A. P. ..	Rs. A. P. ..	Rs. A. P. ..	Rs. A. P. ..	Rs. A. P. ..	Rs. A. P. ..
Gudirada ..	1 9 0	3 2 0	4 0 0	5 0 0	..	..	..	..	..	..	..	..	..	..
Tenali ..	2 8 0	3 6 0	2 14 0	3 6 0	2 12 0	..	..	..	..	..	..	..	..	..
Guntur ..	2 0 0	4 12 0	4 0 0	4 11 0	3 0 0	4 0 0	..	..	..	..	..	..	..	..
Bezwada ..	1 5 0	1 9 0	1 12 0	2 0 0	1 2 0	1 6 0	0 8 0	0 12 0	..	..	..	..	..	..
Ellore ..	2 0 0	2 8 0	..	..	..	..	..	..	..	..	..	..	..	..
Tadepalligudem	..	0 11 0	..	..	..	0 10 0	..	0 5 0	..	2 0 0	0 12 0 ¹ 2 3 0 ²	..	..	3 0 0
Nidadavole	2 0 0	2 4 0	..	..	..	..	..	..	..	..	2 0 0	..	..	6 8 0
Palakol	..	2 8 0	..	..	..	1 14 0	0 10 0	..	..	..	0 4 0	..	..	8 10 0
Rejahmundry ..	3 2 0	3 2 0	..	..	0 10 0	1 8 0	..	..	..	..	1 0 0	..	..	..
Coconada ..	2 0 0	2 0 0	..	3 8 0	0 14 0	1 5 0	..	..	..	..	1 8 0	..	..	2 8 0
Tuni ..	0 8 0*	1 10 0*	..	4 12 0	..	..	0 10 0	..	0 5 0*	3 8 0*	..	1 12 0	2 13 0	..
Tirupur ..	3 0 0	5 8 0	..	..	..	..	0 14 0	..	..	..	..	3 8 0	6 0 0	..

1. Import.

2. Export.

* Per day.

APPENDIX IV.

Average Monthly Earnings of Monthly-paid Workers in Rice Mills in Madras Province.

Centre.	Mill Driver.		Engine Mistry.		Shelgerman.		Hullerman.		Fireman.		Oilman.		Watchman.	
	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.	Prewar.	Present.
	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Masulipatam ..	25 12 0	35 10 0	25 5 4	30 0 0	22 8 0	32 5 0	13 0 0	16 5 0	16 8 0	17 5 0	10 8 0	11 5 0	8 0 0	14 5 0
Gudirada ..	26 4 0	30 12 0	37 0 0	43 4 0	18 0 0	20 8 0	15 3 0	18 3 0	16 12 0	22 6 0	8 0 0	13 2 0	12 0 0	14 5 0
Tenali ..	21 0 0	28 0 0	23 0 0	36 3 0	14 12 0	21 8 0	14 0 0	18 0 0	16 10 0	21 14 9	10 0 0	20 2 0	9 6 0	12 6 10
Guntur ..	40 0 0	50 0 0	25 0 0	25 3 0	20 8 0	23 2 0	15 0 0	16 4 0	16 0 0	16 9 0	16 4 0	16 12 0	9 0 0	13 0 0
Bezavada ..	34 5 0	36 0 0	35 0 0	40 0 0	20 12 0	32 3 0	17 8 0	20 12 0	20 0 0	25 10 0	12 0 0	14 13 0	12 8 0	13 0 0
Ellore ..	20 8 0	26 8 0	..	..	16 8 0	21 8 0	9 0 0	12 0 0	..	..	9 8 0	13 0 0	..	..
Tadepalligudem ..	20 6 0	26 6 0	..	..	22 0 0	28 0 0	..	..	21 4 0	27 5 0	13 0 0	18 0 0	11 0 0	17 0 0
Nidadavole ..	22 4 0	28 4 0	36 0 0	46 0 0	12 11 0	16 14 0	15 8 0	18 12 0	15 12 0	19 14 0	8 4 0	10 13 0	10 5 0	14 0 0
Palako ..	30 0 0	38 4 0	38 4 0	42 8 0	..	..	..	..	15 0 0	21 12 0	10 0 0	15 2 0	13 0 0	15 5 0
Rejahmundry ..	20 0 0	26 0 0	18 0 0	21 10 0	..	..	..	..	..	..	12 0 0	15 0 0	5 0 0	5 0 0
Coconada ..	25 4 0	28 8 0	20 0 0	31 10 0	..	..	..	..	19 5 0	25 0 0	10 0 0	11 8 0	7 0 0	9 0 0
Tuni ..	20 0 0	21 8 0	..	..	..	..	..	..	10 8 0	12 8 0	9 0 0	10 10 0	8 0 0	10 0 0
Tirupur ..	20 0 0	25 10 0	..	..	..	..	..	..	..	..	9 0 0	16 0 0	..	..
Erode ..	28 0 0	34 5 0	..	..	..	..	10 0 0	14 13 0	..	18 0 0	..	..	..	..
Average (of all centres).	25 4 3	31 2 0	28 9 11	35 2 0	18 7 4	24 8 0	13 10 1	16 14 0	16 12 3	20 12 0	10 9 3	14 2 8	9 9 0	12 7 10

Percentage increase since 1939.	23.2%	22.7%	33%	24.4%	23.8%	33.7%	30%.
---------------------------------	-------	-------	-----	-------	-------	-------	------

APPENDIX V.

Average Daily Earnings of Time-rated Workers in Rice Mills in Madras Province
(in terms of annas).

Centre.	Man Coolie.		Woman Coolie.	
	Prewar.	Present.	Prewar.	Present.
Masulipatam	6½	8	6	6½
Gudivada	7	8	5½	6
Tenali	6½	8	5½	7
Guntur	8	10	7	8
Bezavada	7	9	5	7
Ellore	7½	9	6½	8
Tadepalligudem	8	9½	6½	8
Nidadavole	8	10	6½	9
Palakol	6½	7½	6	7
Rajahmundry	7	8	5	7½
Coconada	7	8	5	6
Tuni	8	9	5½	6
Tirupur	6	9	5	8½
Erode	6	9	8½	8½
Average	0-7-1	0-8-4	0-5-7	0-7-6

Per cent. Increase : Man coolie : 17.8 per cent.

Woman coolie : 36.3 per cent.

APPENDIX VI.

Wage Rates for Different Occupations in the Rice Mill Industry (Bengal).

Unit No.	Tindal.		Boiling Coolie.		Fireman.		Ash Coolie.		Huller Mistry.		Huller Coolie.		Chatal Coolie.	
	Per Month.		Per 100 Maunds,		Per Month.		Per Month.		Per Month.		Per Day.		Per Day.	
	1939	1944	1939	1944	1939	1944	1939	1944	1939	1944	1939	1944	1939	1944
1	30 0 0	45 0 0	2 4 0	5 0 0	16 0 0	27 0 0	14 0 0	24 0 0	20 0 0	30 0 0	0 8 0	0 12 0	0 6 0	0 8 0
2	18 0 0	25 0 0	4 0 0	7 0 0	16 0 0	25 0 0	14 0 0	19 0 0	15 0 0	45 0 0	0 10 6	1 3 0	0 5 0	0 10 0
3	26 0 0	37 0 0	4 0 0	6 0 0	20 0 0	25 0 0	16 0 0	17 0 0	15 0 0	18 0 0	0 10 6	1 1 6	0 6 0	0 10 0
4	23 0 0	25 0 0	3 0 0	6 0 0	16 0 0	19 0 0	14 0 0	20 0 0	19 0 0	25 0 0	0 9 0	1 6 0	0 5 0	0 10 0
5	20 0 0	35 0 0	3 4 0	5 8 0	16 0 0	24 0 0	14 0 0	20 0 0	24 0 0	36 0 0	0 8 0	1 4 0	0 5 0	0 10 0
6	28 0 0	40 0 0	2 4 0	5 8 0	16 0 0	24 0 0	13 0 0	20 0 0	27 0 0	40 0 0	0 8 0	1 1 6	0 5 0	0 10 0
7	26 0 0	40 0 0	2 4 0	5 8 0	18 0 0	28 0 0	16 0 0	25 0 0	24 0 0	36 0 0	0 8 0	0 11 0	0 5 0	0 9 0
8	24 0 0	38 0 0	3 8 0	5 7 0	17 0 0	22 0 0	14 0 0	19 0 0	20 0 0	29 0 0	0 9 0	1 6 6	0 5 0	0 10 0
9	22 0 0	29 0 0	3 8 0	5 7 0	14 8 0	28 7 0	13 0 0	25 0 0	31 0 0	40 0 0	0 10 6	1 1 6	0 5 0	0 9 0
10	25 0 0	40 0 0	2 12 0	6 4 0	17 8 0	27 0 0	15 8 0	25 0 0	20 0 0	30 0 0	0 9 0	0 15 0	0 5 0	0 9 0
11	18 0 0	24 0 0	2 4 0	5 0 0	20 0 0	30 0 0	16 0 0	25 0 0	21 8 0	38 0 0	0 7 0	0 11 0	0 5 0	0 8 0
12	24 8 0	31 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
13	28 0 0	50 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
14	14 0 0	20 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
15	14 0 0	20 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
16	30 0 0	47 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
17	30 0 0	46 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
18	30 0 0	46 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
19	30 0 0	46 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
20	13 0 0	25 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
21	13 0 0	25 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
22	13 0 0	25 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0
23	13 0 0	25 0 0	2 4 0	5 0 0	17 8 0	27 0 0	15 8 0	25 0 0	16 0 0	32 0 0	0 7 0	0 11 0	0 5 0	0 8 0

APPENDIX VII.

Wages in the Rice Mills Industry in the C.P.—The monthly wage rates for different types of workers in the mills investigated in the C.P. were as in the table below. The nomenclature of occupations is not always the same and a driver often does the work of Engineer and Mill mistry and vice versa.

Wage Rates of Monthly-paid Staff.

(In Rupees).

Unit No.	Engineer.	Driver.	Mill Mistry.	Fireman and Oilman.	Chowkidar.
1	50	35	25	..	..
2	75	50	20	35	..
3	100	50	25	22	..
4	50	..	25	..	..
5	150	..	40	25	..
6	100	..	60	20	..
7	95	..	80	39	20
8	125	60	125	36	20
9	150	55	80	30	25
10	175	40	96	20	20
11	140	100	25	30	25
12	95	30	60	23	20

Unskilled workers are engaged on both time and piece rates, and in the case of time rates, the differentiation is according to sex generally. The table below gives such details as were available :—

Unit No.	Time-rate Wages.			Piece-rate Wages (Per 100 bags).			
	Men.		Women. (Average).	Kata measure- ment.	Stitching.	Carting (from Mill to Market).	
	Max.	Min.					
	Rs. AS. P.	Rs. AS. P.	Rs. AS. P.	Rs. AS. P.	Rs. AS. P.	Rs. AS. P.	
1	0 12 0	0 11 0	0 8 0	3 0 0	1 0 0	..	
2	0 12 0	0 11 0	0 8 0	3 0 0	1 9 0	..	
3	0 12 0	0 11 0	0 8 0	4 0 0	1 0 0	6 4 0	
4	1 2 0	0 8 0	0 8 0	4 0 0	1 0 0	6 4 0	
5	1 2 0	0 12 0	0 9 0	3 2 0	1 0 0	3 2 0	
6	1 2 0	0 9 0	0 8 0	3 2 0	1 0 0	3 2 0	
7	1 2 0	0 8 6	0 7 6	3 0 0	2 0 0	4 4 0	
8	0 12 0	0 8 0	0 8 0	3 2 0	1 4 0	5 0 0	
9	1 0 0	0 9 0	0 8 0	3 2 0	1 9 0	6 4 0	
10	1 0 0	0 9 0	0 8 0	2 8 0	1 6 0	6 4 0	
11	1 0 0	0 10 0	0 8 0	3 2 0	1 9 0	6 4 0	
12	1 0 0	0 9 0	0 8 0	3 2 0	2 0 0	6 4 0	

APPENDIX VIII.

Wage Rates for Different Workers in Rice Mills (Bihar) in November 1944.

PERMANENT STAFF.

Supervisory staff.				Clerical Staff.					Engineering Staff.				Furnace Staff.		
No.	Managers.	Asst. Managers.	Super-visor.	Clerks.	Munshi.	Cashier.	Account- tant.	Pay- master.	Assis- tant.	Fitter.	Foreman.	Mistry.	Engine- Driver.	Fire- man.	Fire- jack.
	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.	Rs. as p.
1	50 0 0 p.m.	50 0 0 p.m.	..	..	40 0 0 p.m.	40 0 0 p.m.	..	..	20 0 0 p.m.	55 0 0 p.m.	..	..	22 0 0 p.m.	25 0 0 p.m.	0 11 0 p.d.
2	..	..	25 0 0 p.m.	30 0 0 p.m.	30 0 0 p.m.	..	..	..	..	..	..	30 0 0 p.m.	..	25 0 0 p.m.	25 0 0 p.m.
3	100 0 0 p.m.	75 0 0 p.m.	..	40 0 0 p.m.	40 0 0 p.m.	50 0 0 p.m.	..	..	..	..	60 0 0 p.m.	..	40 0 0 p.m.	25 0 0 p.m.	18 0 0 p.m.
4	100 0 0 p.m.	..	..	35 0 0 p.m.	25 0 0 p.m.	..	..	..	..	21 0 0 p.m.	..	15 0 0 p.m.	30 0 0 p.m.	0 12 0 p.d.	0 12 0 p.d.
5	60 0 0 p.m.	..	50 0 0 p.m.	..	..	35 0 0 p.m.	50 0 0 p.m.	20 0 0 p.m.	..	18 0 0 p.m.	..	..	45 0 0 p.m.	15 0 0 p.m.	0 11 6 p.d.
6	100 0 0 p.m.	..	..	30 0 0 p.m.	50 0 0 p.m.	..	..	..	..	..	..	35 0 0 p.m.	..	0 12 0 p.d.	0 11 0 p.d.
7	..	..	..	..	..	..	..	..	..	25 0 0 to 60 0 0 p.m.	..	..	27 0 0 to 30 0 0 p.m.	22 0 0 to 23 0 0 p.m.	16 0 0 p.m.

TEMPORARY STAFF.

PERMANENT STAFF.

No.	Weighing staff.					Menial staff.					Time-rate workers				Piece-rate workers.			
	Cart-men.	Weigh-men.	Peons.	Watch-men.	Gate-keeper.	Sepoys.	Chowkidars.	Plat-guard.	Servant.	Male Plat-coolie.	Female Plat-coolie.	Huller coolie.	Boiling collie.	Conveying coolie.	Sack re-pairers.			
1	Rs. as p. 12 0 0 to 15 0 0	Rs. as p. ..	Rs. as p. ..	Rs. as p. 15 0 0 to 25 0 0 p.m.	Rs. as p. ..	Rs. as p. ..	Rs. as p. ..	Rs. as p. ..	Rs. as p. 15 0 0 p.m.	Rs. as p. 0 8 0 p.d.	Rs. as p. ..	Rs. as p. 0 10 0 p.d.	Rs. as p. 6 4 0 per 100 bags.	Rs. as p. 1 10 6 per 100 bags.	Rs. as p. 2 0 0 per 100 bags.			
2	..	21 0 0 p.m.	..	15 0 0 to 16 0 0 p.m.	..	15 0 0 to 20 0 0 p.m.	..	..	..	0 8 0 p.d.	0 6 0 p.d.	0 10 0 p.d.	1 8 0 p.d.	..	..			
3	..	25 0 0 to 30 0 0 p.m.	20 0 0 to 27 0 0 p.m.	20 0 0 p.m.	25 0 0 p.m.	..	..	..	..	0 7 0 to 0 10 0 p.d.	0 10 0 p.d.	0 10 0 p.d.	1 8 0 p.d.	..	..			
4	..	8 0 0 p.m.	..	..	16 0 0 p.m.	..	..	..	15 0 0 p.m.	0 10 0 p.d.	..	0 12 0 p.d.	6 4 0 per 100 bags.	..	..			
5	..	..	22 0 0 p.m.	..	..	..	14 0 0 to 16 0 0 p.m.(2)	17 0 0 p.m.	..	0 8 0 p.d.	0 7 0 p.d.	0 10 0 p.d.	7 0 0 per 100 bags.	..	..			
6	..	20 0 0 to 30 0 0 p.m.	10 0 0 to 30 0 0 p.m.	..	..	..	..	..	..	0 8 0 p.d.	0 6 0 p.d.	0 10 0 p.d.	1 0 0 p.d.	..	..			
7	0 7 0 to 0 8 0 p.d.	12 0 0 to 14 0 0 p.m.	..	..	..	..	..	..	..	0 8 0 p.d.	0 6 6 p.d.	0 10 0 p.d.	6 4 0 per 100 bags.	1 10 0 per 100 bags.	..			

APPENDIX IX.

Wages in the Orissa Rice Mills.

The monthly wage rates of skilled workers in the Orissa rice mills are as follows :—

Mill No.	Maistry.	Asst. Maistry and Driver.	Fireman.	Oilman.	Watchman.	Male Sarder.
1	40	30	25	28	25	..
2	55	19	20	20	18	..
3	44	32	..	28	..	..
4	31	17	14	..	..	31
5	..	28	16	16	12	41
6	50	50	18	18	..	..
7	30	20	..	12	12	..
8	55	35	30	17	..	..
9	30	..	..	..	10	10
10	25	..	..	12	..	10
11	32½	..	15	12	..	..

Other wage rates (daily rates and piece rates) are shown in the tables below :—

(A) Time-rate coolies (Per Day)

Mill No.	Man.	Woman.
1	0 10 6	0 6 3
2	0 9 0	0 7 6
3	0 10 6	0 7 6
4	0 7 6	0 6 6
5	0 9 0	0 6 0
6	0 6 0	0 5 0
7	0 8 0	0 6 0
8	0 9 0	0 8 0
9	0 8 0	0 5 0
10	0 7 0	0 6 0
11	0 7 0	0 6 0

(B) Piece-rate Wages

Mill No.	100 bags kata.	100 bags boiling.	100 bags Husk- weighment.
1	2 0 0	7 8 0	..
2	2 8 0	6 8 0	1 8 0
5	3 2 0	..	..
6	..	6 0 0	..
7	2 6 0	..	..
9	3 0 0	..	..
11	2 4 0	..	..

APPENDIX X.

A Glossary of Indian Terms.

- Amalis*.—Coolies mainly engaged in weighing rice, etc.
Amavasya.—The new-moon day.
Badli.—A substitute worker.
Bhanpapiya.—A coolie engaged in steaming.
Bustee.—A slum.
Chatal coolie.—A temporary worker, engaged in drying boiled paddy.
Chit.—A token or slip of paper.
Chowkidar.—A Watchman.
Dharmada.—A deduction from wages for charity.
Dhenki.—A hand-pounding instrument.
Gundaghār.—A place where husk is stocked.
Hamal.—Same as *amali*.
Hanries.—Iron tanks in which paddy is boiled.
Jattu.—A gang of workers.
Kanki.—Broken rice.
Kata workers.—Workers engaged in weighing rice and paddy (*kata Scales*).
Khalasi.—A coolies, mainly engaged in boiling and soaking paddy.
Khata.—A register of attendance or payment.
Kula.—A hand-pounding instrument.
Munshi.—A clerk.
Muta.—Same as *jattu*.
Palladar.—Same as *amali*.
Pharsh coolie.—A platform coolie.
Sardar.—A Foreman (male).
Sardarni.—A female sardar.
Usiniya.—Same as *khalasi*.

LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA



NON-GAZETTED RAILWAY SERVICES

BY

AHMAD MUKHTAR

Member, Labour Investigation Committee

108917

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI.
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA
1946

Price : Rs. 3/- or 5s. 6d.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L.4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each : The following industries were selected for the purpose :—

A. Mining. (1) Coal. (2) Manganese. (3) Gold. (4) Mica.
(5) Iron Ore. (6) Salt.

B. Plantations. (7) Tea. (8) Coffee. (9) Rubber.

C. Factory industry. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. Transport. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. Other types of labour. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port Authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE	}	<i>Members.</i>
AHMAD MUKHTAR		
B. P. ADARKAR		

TEJA SINGH SAHNI,
Secretary.

PREFATORY NOTE.

The *ad hoc* questionnaire on the non-gazetted railway services was issued to the railway administrations, railway unions and other interested associations and individuals both in British India and Indian States in July 1944. It was after several reminders that most of the railway administrations replied, long after the last date fixed for the purpose had expired. In some cases, the replies were received too late to be incorporated in the report. Only six unions, out of 33 who received the questionnaire, sent in their replies. Major Bose, sometime president of the E. I. Railway Employees' Association, deserves to be specially mentioned as he was the only individual who submitted a very elaborate memorandum. While I thank all those who have responded to my questionnaire, I must point out that the replies of several railway administrations were sketchy, short, and in many cases, vague and unhelpful.

As it was physically impossible for me to contact the administrations, unions and representatives of workers on all railways within the very short time* at my disposal, I sampled the following railways for field work :

- (i) North Western Railway,
- (ii) G.I.P. Railway,
- (iii) B. N. Railway,
- (iv) S.I. Railway,
- (v) Burdwan Katwa Railway,
- (vi) Bombay Port Trust Railway,
- (vii) Gwalior Light Railway,
- (viii) Baroda State Railway,
- (ix) Junagadh State Railway,
- (x) Mysore State Railway.

The Indian States concerned were asked to permit my investigating staff to contact the railway administrations and representatives of workers. They took a long time to make up their minds and, as Government were pressing for an early submission of this report, it was decided to conduct a supplementary enquiry in regard to railway services in Indian States. The railway replies from these States have, however, been utilised, wherever necessary.

In regard to civil condition, indebtedness and housing, the following centres on the sampled railways were covered :—

- (i) Lahore and Dinanagar on N. W. Railway,
- (ii) Madras, Villupuram and Shoranur on S. I. Railway,
- (iii) Bombay and Narsingpur on G.I.P. Railway,
- (iv) Kharagpur and Chakradharpur on B.N. Railway.

I took advantage of my visit to Baroda and asked my supervisor to collect the necessary statistical data on the subject from that place.

*Between July 1944 (when my investigating staff was appointed) and September 1945, I sent up nine reports (including the present) to Government.

NOTE.

This Report is based on the findings of the Labour Investigation Committee and the Government of India accept no responsibility for the opinions expressed or statements made therein.

CHAPTER I.—INTRODUCTION.

The Railways in India have played an important part in the social, economic and political, progress of the country. The first railway, constructed more than 85 years ago, was a modest project of only 21 miles, but, from this small beginning, has been built up a vast and complex system of communications, which, from the point of view of total mileage, is in excess of that in any other country except the United States of America. The total route mileage of all railways in India on 31st March 1944 was 40,512.

On the basis of their ownership and management, the existing railways of India have been classified into the following five categories :—

- (1) State-owned and State-managed*.
- (2) State-owned and Company-managed.
- (3) Company-owned and Company-managed.
- (4) Railways owned and managed by Indian States.
- (5) Railways owned and managed by the Port Trust Authorities.

On the basis of their earnings and for statistical purposes, the railways of India have been grouped as follows :—

(1) Class I Railways, with gross earnings of not less than Rs. 50 lakhs a year.

(2) Class II Railways, with gross earnings of less than Rs. 50 lakhs but exceeding Rs. 10 lakhs a year.

(3) Class III Railways, with gross earnings of Rs. 10 lakhs and under.

The following table gives the available details of most of the existing railways, classified according to their ownership and management as well as their gross earnings :—

TABLE I†.

Showing the classification of most of the Indian Railways according to ownership and management as well as gross earnings as on 31st March 1944.

(A) *State-owned and State-managed Railways.*

Serial No.	Railways.	Class.	Route mileage on 31-3-1944.	Number of gazetted employees.	Total number of employees (gazetted as well as non-gazetted).
1	2	3	4	5	6
1	The Bengal and Assam Railway ..	I	3,460	209	1,16,398
2	The Bombay, Baroda and Central India Railway ..	I	3,404	181	75,950
3	The East Indian Railway ..	I	4,062	253	1,50,776
4	The Great Indian Peninsula Railway ..	I	3,530	212	1,24,326
5	The North Western Railway ..	I	6,885	252	1,20,936
6	The Bengal Nagpur Railway ..	I	3,376	200	86,615
7	The Madras & Southern Mahratta Railway	I	2,941	142	57,672
8	The South Indian Railway ..	I	2,349	130	42,918
9	The Oudh & Tirhut Railway ..	I	2,684	96	38,300

*Throughout this Report, State-owned and/or State-managed railways mean those owned and/or managed by the Government of India.

†Vide Report by the Railway Board on Indian Railways, pages 252-253.

(B) *State-owned and Company-managed Railways.*

There are no regular railway systems at present which are State-owned and Company-managed. The following sections which are owned by the State are managed by the Railway Administrations shown against each :—

1. Jodhpur Hyderabad	269 miles	The Jodhpur State Railway.
2. Bezwada Extension	22 miles	} The Nizam's State Railway.
3. Dhono-Kurnool	36 miles	

(C) *Company-owned and Company-managed Railways.*

Serial No.	Railways.	Class.	Route Mileage on 31-3-1944.	Number of employees (gazetted as well as non-gazetted).
1	The Darjeeling Himalayan Railway	II	147	2,285
2	The Barsi Light Railway	II	203	1,428
3	The Shahdara (Delhi) Saharanpur Light Railway	II	93	853
4	The Dibru-Sadiya Railway	II	95	3,470
5	The Matheran Light Railway	III	13	128
6	The Bengal Provincial Railway	III	42	285
7	The Ahmedpur Katwa Light Railway	III	32	154
8	The Arrah Sasaram Light Railway	III	65	389
9	The Dehri Rohtas Light Railway	III	24	305

(D) *Railways owned and managed by Indian States.*

Serial No.	Railways.	Class.	Route Mileage on 31-3-1944.	Number of employees (gazetted as well as non-gazetted).
1	H. E. H. The Nizam's State Railway*	I	1,360	16,116
2	The Mysore State Railway	I	738	8,004
3	The Jodhpur State Railway	I	1,126	8,289
4	The Bikaner State Railway	I	883	4,583
5	The Gaekwar's Baroda State Railway	II	737	4,277
6	The Jaipur State Railway	II	254	1,417
7	The Jamnagar Dwarka Railway	II	203	1,429
8	The Junagadh State Railway	II	229	1,482
9	The Bhavnagar State Railway	II	307	3,272
10	The Gondal State Railway	II	213	1,397
11	The Morvi State Railway	II	173	1,229
12	The Scindia State Railway	III	295	1,188
13	The Dholpur State Railway	III	55	381
14	The Mewar State Railway	III	146	1,165 (non-gazetted only)
15	The Cutch State Railway	III	72	336

* Includes State-owned portions also.

“(E) Railways owned and managed by the Port Trust Authorities.

	Class
(i) The Calcutta Port Trust Commissioner's Railway ..	III
(ii) The Bombay Port Trust Railway	III
(iii) The Madras Port Trust Railway	III

The importance of labour employed on railways can hardly be exaggerated. As the Royal Commission on Labour has rightly pointed out, “the railway administrations are the largest employers of organised labour in India, and their working policy as regards wages and other terms of employment reacts to some extent on industrial labour conditions throughout the country”*.

Numerous are the problems which affect railway labour in India. Each railway has its own peculiar features which affect conditions of labour employed thereon. Among these may be mentioned “the length of the railway, the territories through which it passes, the climatic, ethnological and other features peculiar to those territories, the social, economic and educational progress made by the people living therein, the scope such progress affords for the satisfactory working of railway labour and the other avenues of employment open to labour. Not less important are the variations in the nature and extent of the traffic available and in the earning capacity and working agency of one railway as compared with another. As an offset to these factors may be placed the natural tendency for each railway to be affected by any scheme of improvement in conditions on other railways, a tendency strengthened by the workmen's associations which are not slow to claim and press for the extension of similar schemes to their railway. The general working policy of the Railway Board as a central controlling body representing the Government of India acts as a co-ordinating force, while the Indian Railway Conference Association also makes its influence felt when labour questions affecting more than one railway are under consideration”†. It may be added that, during recent years, the debates and discussions in the Legislative Assembly have had considerable influence over policies and problems of railway administration in general and of labour in particular.

Before proceeding to describe labour conditions on the various railways which have replied to my *ad hoc* questionnaire and in particular on those where field investigations were carried out, it is necessary to outline briefly the methods of administration of the existing railways as they determine to a large extent the general problems of labour, particularly in respect of recruitment, wages and earnings, working conditions and welfare activities.

The executive authority for the administration of railways, until a Federal Railway Authority is established under the Government of India Act of 1935, is the Central Government, which has delegated its powers in this respect to the Railway Board, which was constituted in March 1905. At present, the Railway Board consists of :—

- (a) The Chief Commissioner of Railways (as the President),
- (b) the Financial Commissioner of Railways, and
- (c) three members, i.e., Member, Staff ; Member, Traffic ; and Member, Engineering.

Of these five, the Member in charge of staff is responsible for handling all labour and establishment questions on Indian Government railways.

*Report, p. 136.

†*Ibid*, p. 138.

The Railway Board has issued rules from time to time as emanating from the Governor General in Council under Section 241(2) of the Government of India Act 1935 and these form the basis for the administration of all state-owned and state-managed railways. Needless to add that the Railway Board exercises full powers on these railways in respect of all matters.

With regard to state-owned and company-managed railways, the Railway Board's powers are determined by agreements executed by the railway administrations concerned with the Government of India. Copies of the general orders of the Railway Board affecting service conditions of employees on state-managed railways are ordinarily followed by these railways, though the Railway Board has no power of enforcing them.

With regard to company-owned and company-managed railways, the Railway Board does not exercise any power and cannot enforce its policy in respect of establishment and labour questions except by way of suggestions to the administrations concerned. For, the boards of directors of these companies and their agents enjoy complete freedom of management subject, however, to the provisions of the Indian Railways Act of 1890.

The Railway Board has no power whatsoever with regard to the enforcement of labour policy on railways owned by Indian States, the entire administration of which is the responsibility of the States concerned. However, the policy of the Railway Board in respect of state-owned railways is followed to a smaller or greater extent on these railways so as to avoid agitation on the part of workers.

The chief administrative officer of each individual railway is the 'General Manager' in the case of state-owned railways or the Agent in the case of company-owned railways.

The General Managers of the State railways are under the direct control of the Railway Board and exercise such powers as are specified in the State Railway Code. In respect of the non-gazetted staff, with which this report is concerned, the General Managers have full powers as regards establishment matters except the following* for which the previous sanction of higher authority is necessary :—

(a) the creation of a post on a rate of pay in excess of Rs. 400 p.m., except in the case of employees entitled to old scales of pay when the limit is Rs. 600 per month,

(b) the grant of special pay, personal pay, etc., when the total pay exceeds the limits prescribed in (a),

(c) the creation of a pensionable post,

(d) the grant of an honorarium or reward in excess of Rs. 500 in each individual case,

(e) the increase in the scales of pay of establishments costing more than Rs. 25,000 per year, unless provided for in the sanctioned budget and approved specifically by the Railway Board, and

(f) the grant of hospital leave with leave salary when temporarily absent for medical treatment, in excess of a period of 24 months.

The administration of railways of Indian States differs from one State to another, but, as a rule, the Darbar concerned exercises a great deal of power through its Chief Administrative Officer, the Dewan or the Prime Minister. The Bhavnagar Railway, for example, is administered by the Bhavnagar State Railway Board consisting of the Dewan of the State as its president and the General Manager and the next senior officers as members. The Jamnagar Dwarka Railway works under the orders of His Highness of Jamnagar through the Dewan. The Scindia State Railway is the property of the

*State Railway General Code, Vol. II, Appendices, p. 85.

Gwalior Darbar and is administered according to the State Rules in force. Broadly speaking, the powers of the General Managers of railways in Indian States are considerably restricted. For example, though the General Manager is the administrative head of the Mewar State Railway, all financial and establishment matters are under the direction of the Mewar Government. The General Manager of the Scindia State Railway has full powers in matters of appointments and dismissals of non-gazetted staff drawing upto Rs. 100 per month only. Similar are the powers of the General Manager of the Mewar State Railway, while the General Manager of the Gackwar's Baroda State Railway has powers of appointing and dismissing non-gazetted staff drawing upto Rs. 150 per month. On the Dholpur State Railway, the General Manager has powers to deal with staff drawing upto Rs. 15 per mensem only.

CHAPTER II.—EMPLOYMENT.

The total number of employees (gazetted and non-gazetted, permanent and temporary) on all railways in British India and Indian States at the end of the year 1943-44 was 8,89,056. The following table shows the distribution of employment by communities during the past nine years*.

*Vide Indian Year Book, 1944-45, p. 679, for figures of employment for the years 1936-43. Figures for 1944 are taken from the Railway Board Report.

TABLE II
Showing employment by communities.

Year ending March 31.	Europeans.	Statutory Indians.						Total.
		Hindus.	Muslims.	Anglo Indians & domiciled Europeans.	Sikhs.	Indian Christians.	Others.	
1936 ..	3,219	5,04,977	1,55,439	13,423	8,740	16,821	9,742	7,12,364
1937 ..	3,121	5,04,983	1,54,535	13,416	8,734	17,253	8,838	7,10,980
1938 ..	2,692	4,94,272	1,53,794	12,843	8,114	17,311	1,597	6,90,623
1939 ..	2,505	5,01,243	1,54,837	13,440	7,745	17,703	1,680	6,99,153
1940 ..	2,333	5,06,220	1,57,857	13,099	8,106	18,045	3,362	7,00,022
1941 ..	2,143	5,21,171	1,60,912	13,239	8,503	18,758	3,373	7,23,039
1942 ..	1,918	5,38,840	1,72,685	12,260	8,705	20,039	3,259	7,57,706
1943 ..	1,833	5,87,368	1,90,352	12,271	9,368	20,848	*4,006	8,26,046
†1944 ..	1,761	6,29,730	2,09,190	12,262	9,397	22,212	4,504	†8,99,056

*This figure includes 14 officers loaned to the railways by the Indian Audit and Account Services (vide Report of the Railway Board on Indian Railways for 1942-43, Vol. II, p. 247).

†Report by the Railway Board on Indian Railways for 1943-44, Vol. II, pp. 246-247.

‡This figure does not include 16 officers on loan from the Indian Audit and Accounts Department.

It may be seen from these data that there has been an increase in employment in 1944 of 1,89,903 (21.4 per cent.) workers as compared with 1939. The increase is rather striking since there has been a decrease of 643 miles in the total route mileage of the railways during the war period.

An analysis of the data in table III shows that 95.6 per cent. of the entire labour force is employed on Class I railways.

TABLE III*.

Showing distribution of employment on the different classes of railways.

Categories.	Number employed.	Percentage to the total.
Class I	8,50,274	95.6
Class II .. .	21,295	2.4
Class III .. .	7,457	0.8
Railway Board and other Railway Offices .. .	9,452	1.1
Railway Collieries .. .	594	0.1
Total ..	8,89,072†	100.0

Statistics of railway employees classified into the three well-known categories of gazetted, subordinate and inferior staff are not available in respect of class II and Class III Railways. The available data in respect of all Class I railways (excepting those of Bikaner, Jodhpur, Mysore and Hyderabad) given in table IV show that 78.5 per cent. of the railway employees belong to the category of inferior staff.

TABLE IV

Showing distribution of employment on the majority of Class I railways according to the three categories of gazetted, non-gazetted and inferior staff.

Serial No.	Category.	Number.	Percentage to total.
1	Gazetted	1,769	0.2
2	Subordinate staff .. .	1,76,741	21.3
3	Inferior ‡ .. .	6,51,479	78.5
	Total ..	8,29,989	100.0

Contract Labour.

Table V gives the statistics of contract labour on four railways, which have supplied these data. It is seen that there has been an increase of contract labour in 1944 as compared with 1939 on two railways. The Bengal Nagpur Railway has not only the largest number of women workers but also a fair number of them employed and paid through contractors. On the Oudh and Tirhut Railway, 1,987 workers in January 1944 were employed by the contractors but paid directly by the Railway.

* *Vide* Report by the Railway Board on Indian Railways for 1943-44, Volume II, pages 246-247.

† This includes the staff on loan from the Indian Audit and Accounts Departments.

‡ Including the staff in the Mechanical Department. For details of data, *vide* Report of the Railway Board for 1943-44, Vol. 2, pages 250-255.

TABLE V.
Showing statistics of contract labour on four railways.

Railways.	Men.		Women.	
	August 1939.	January 1944.	August 1939.	January 1944.
G. I. P.				
{ (i) Employed and paid through contractors ..	Not available.	14,606*	..	..
{ (ii) Employed through contractors and paid directly ..	..	..	..	..
B. N.				
{ (i) Employed and paid through contractors ..	1,820	1,851	612	807
{ (ii) Employed through contractors and paid directly ..	..	..	..	..
O. T.				
{ (i) Employed and paid through contractors ..	419	419	..	..
{ (ii) Employed through contractors and paid directly ..	..	1,987	..	..
Martin's Light				
{ (i) Employed and paid through contractors ..	..	6	..	..
{ (ii) Employed through contractors and paid directly ..	..	..	..	..

*Includes both men and women.

The All-India Railwaymen's Federation^{*} drew the attention of the Railway Board as early as June 1935 to the disabilities of contract labour in respect of hours of work and wages and *rightly* demanded that every contract should "contain a clause specifying that the workers for that contract shall have the same rules about hours of employment and weekly rest as the railway workers".^{*} Even after the lapse of a decade and the instructions issued to the state-managed railways and the recommendations made to the Company-managed railways[†], it is alleged by the Bengal Nagpur Railway Indian Labour Union that "contract labour is the most exploited labour, that it is made to work excessive hours and that there is no security of tenure at all. In view of the need for improving the general standards of labour, it seems imperative that contract labour should be abolished on all railways". It is difficult not to agree with this view.

Length of Service.

Information regarding the length of service of employees[‡] has been supplied only by four Class I Railways, four Class II Railways and five Class III Railways. These data cannot claim to be either representative (as they cover only a small percentage of employees) or complete (as they do not distinguish between temporary and permanent workers). Nevertheless, the general trend indicated by them is clear, namely that, except on the Dehri Rohtas, Martin's Light and Barsi Light Railway, the majority of workers are those who have put in less than 10 years of service.

^{*} Amplified Report of the proceedings of the 10th Half-yearly meeting between the Railway Board and the All India Railwaymen's Federation for June 1935, p. 4.

[†] Ibid, p. 5.

[‡] The data supplied by the railway administrations relate in some cases to the whole of the non-gazetted staff, though information was asked for only in respect of inferior and labour categories.

Labour Turnover.

Very few railway administrations have supplied detailed statistics of labour turnover in respect of the inferior and labour staff. Where information has been given, it does not relate to the entire labour and inferior staff in all departments. It is consequently hazardous to draw any definite conclusions from these scanty data. Nevertheless, it is safe to say that the number of workers leaving the service voluntarily is somewhat considerable, particularly because of the opening up of more remunerative avenues of employment in recent years as a result of the present war.

Absenteeism.

Statistics of absenteeism in respect of the inferior and labour staff have not been supplied by many of the Railway administrations. Some, however, state that absenteeism is due mainly to the inferior staff returning to their villages at sowing and harvesting seasons. The Darjeeling Himalayan Railway states that the percentage of absenteeism in 1939 was 5.09 whereas it increased to 6.20 in 1943, the chief reasons being privilege leave and sickness. The Gaekwar of Baroda State Railway gives the percentage of absenteeism due to sowing and harvesting as 10. On the Jodhpur State Railway it is said to be 5 per cent. at sowing in the Engineering Department and 8 per cent. at the harvesting season in the Stores Department. The percentages of absenteeism during 1943 in the Food and Stores Departments of the Oudh and Tirhut Railway were 5 and 2.5 respectively. The G.I.P. Railway estimates absenteeism for the whole staff at between 6 per cent. and 16 per cent. Absenteeism is attributed to illness, attendance at marriages, other social and religious functions and sowing and harvesting of crops. In view of these reasons the Administration strangely remarks that no measures to reduce it will be effective. Absenteeism, in general, is considered to be abnormally high on the East Indian Railway on account of malaria, abnormal rainfall in 1942 and 1943, increase in the tempo of work especially of the running staff, and malnutrition with consequent loss of immunity and lack of resistance power. When the causes of absenteeism are so obvious, there is no reason why remedial measures to counteract them should not be successful.

Service Rules.

The standing orders determining the relationship between the Railway Administrations and their employees on the State Railways are all codified in the shape of Railway Servants' Conduct Rules in Appendix XI of the State Railways Establishment Code, Volume I. These rules relate to the acceptance of gifts, lending and borrowing of money, buying and selling of immovable property, speculation, insolvency and habitual indebtedness, communication of official documents or information, taking part in politics, membership of trade unions, etc.

A Railway servant is subject among others to the following conditions of service* :—

(a) Such service is terminable at any time by either party on one month's notice in writing or by the administration on one month's pay in lieu of notice.

(b) In no circumstances shall a railway servant be entitled to pension though he will be eligible for a gratuity for good, efficient, faithful and continuous service at the discretion of the Administration.

* Vide State Railway Establishment Code, Vol. I, para. 1503 ; also Appendix XXIV, Pages 337-338.

(c) The Administration has full power and *authority at any time for any reason that it may consider sufficient* to suspend or dismiss or otherwise punish the Railway servant according to the rules of the service in which he is for the time being employed.

The existing service agreement, particularly the portion relating to the right of the railway administration to dispense with the services of an employee with one month's notice *without assigning the reasons therefor*, has been the subject of much criticism by the workers. The following passage from the Amplified Report of the proceedings of the sixth half-yearly meeting between the Railway Board and the All India Railwaymen's Federation brings out clearly the issues involved in this agreement :—

"The Federation stated that the greatest objection to the existing agreements was that an employee could be discharged or dismissed without legal protection and that there was no protection against wrongful discharge as the employee concerned had contracted himself out of his legal rights. The Federation pointed out that every employee in other public bodies was entitled to sue for damages for wrongful dismissal whereas a person employed on railway, having signed an agreement, is without such a remedy. The Federation stated that, after 12 months' service, a man should be made permanent and that he should not be dismissed without proof of fraud or crime in a court of law. The Chief Commissioner asked if any ordinary commercial firm gave such rights to their employees. The Federation stated that a commercial firm is open to be sued for wrongful dismissal. The Chief Commissioner pointed out that railway servants were on a different footing and that a man in a private firm cannot be said to be in a better position than a man in the Railway service. The Federation then stated that all that they wanted was to delete the provision not to give the employee the ordinary rights. The Board pointed out that the Federation's proposal went further than that recommended by the Royal Commission on Labour."*

Now that most of the railways are state-managed, it is claimed that railway servants should be placed at par with other Government servants. The G.I.P. Railwaymen's Union in its memorandum observes that the "present service agreement should be abolished, as no such agreement is taken from the Government servants of any other department".

There are no Service Rules on the Mewar State Railway, the Jamnagar Dwarka Railway, the Dholpur State Railway, the Barsi light and the Dehri Rohtas Railway. On the Gaekwar of Baroda State Railway and the Scindia State Railway, State Civil Service Rules are made applicable to their respective railway servants. On five railways that have responded to my questionnaire, the relationship with the employees is governed by service agreements only.

Leave.

Leave Rules on State Railways.—The general principles of leave for railway servants are that no leave can be claimed as a right and that, when the exigencies of service so require, discretion to refuse or revoke leave of any description is reserved to the authority empowered to grant it. There are several types of leave of which the most important are :—(1) casual leave, (2) privilege leave, (3) sick leave, (4) disability leave, (5) hospital leave, (6) study leave and (7) extraordinary leave. Leave rules differ from one railway to another and from one category of staff to another (*e.g.* inferior

and workshop staff, subordinate staff, etc.). Again, leave rules admissible to subordinates of non-Asiatic domicile* are different from those admissible to other subordinates. Broadly speaking, there are three sets of rules in force on State Railways :—

(a) Ex. Company's Leave Rules, which are applicable to staff employed in permanent companies' service before they were taken over by the Government of India.

(b) Fundamental Leave Rules, which apply to staff employed on Railways managed by the Government of India (e.g., N. W. and E. B. Railways).

(c) New State Railway Rules which are applicable to staff appointed on or after 1st April 1930 or in whose case it was specifically stipulated that they will be brought on the New Rules when introduced.

It is pertinently pointed out that staff employed on the same Railway should be subject to uniform sets of rules, which is not the case at present.

A very brief description of the types of leave referred to already is given below :—

Casual Leave.

Casual leave is a concession to enable the employees in special circumstances to be absent from duty for short periods without such absence being treated as leave. It cannot be taken in continuation with any recognised leave and is not given to employees with less than 6 months' service†.

Privilege Leave.

Privilege leave for employees on State Railways depends upon the category to which they belong (gazetted, subordinate, inferior, etc.) and their length of service. Privilege leave on average pay for inferior staff is earned on the following scale :—

TABLE VIII.

Length of total service.	Leave earned.
(1) Less than one year	Nil
(2) one year and over but less than 10 years	10 days in a calendar year.
(3) 10 years and over but less than 20 years	15 days in a calendar year.
(4) 20 years and over	20 days in a calendar year.

When the leave due amounts to 30 days, the railway servant ceases to earn further leave.

The most common complaint on almost all the sampled railways is that workers are unable to obtain casual leave and privilege leave owing to the

*Railway Establishment Code, Vol. I, paras. 714, 723.

† State Railway Establishment Code.

paucity of relieving staff. The Bengal Nagpur Railway Employees' Union points out further, that "instances are many where permanent vacancies are not filled up and relieving men are made to work against these permanent vacancies". Though the staff on the Bombay Port Trust Railway are granted their earned leave, the Union draws attention to the objectionable practice of the administration in not appointing substitutes except when an employee goes on leave on loss of pay, which naturally throws extra burden upon those who are on duty. There is a general feeling that there should be an adequate provision for leave on a more generous scale than at present, and one union goes so far as to suggest that all non-gazetted subordinate staff should be made to go on compulsory leave once in three years.

Medical Leave.

Leave on half average pay on medical certificate may be granted to inferior staff within the following limits :—

TABLE IX.

Length of total service.	Leave admissible.
(1) Less than 10 years	<i>Nil</i>
(2) 10 years and over but less than 20 years	Not exceeding 15 days in a calendar year and 60 days in all.
(3) 20 years and over	Not exceeding 30 days in a year and 120 days in all including such leave taken before completion of 20 years' service.

Disability Leave.

The General Manager of a State Railway is empowered to grant disability leave to an employee "who is disabled by injury intentionally inflicted or caused in or in consequence of the due performance of his official duties or in consequence of his official position".* The Period of this leave is as certified by the Chief Medical Officer of the Railway and should not ordinarily exceed 24 months in the total period of service. This can, however, be combined with any other kind of leave and is treated as duty in calculating service for gratuity.

Hospital Leave.

Hospital leave may be granted to employees other than officers of the Superior Establishment while under medical treatment for injuries sustained on duty on salary equal either to average or half average pay as the authority granting it may consider necessary. The leave may be granted by the Railway Board to such extent as may be considered necessary".†

Extraordinary Leave.

In special circumstances and when no other leave is, by rule, admissible, extraordinary leave may be granted without pay.

* State Railway Establishment Code, Vol. II, para. 2, P. 122.

† State Railway Establishment Code, Vol. I, page 75, para. 743.

Daily-rated and temporary staff.

Except otherwise provided in the contract, a temporary railway servant may be granted leave on the following scale :—

(a) Extraordinary leave without pay for not more than 3 months at a time.

(b) 10 days' leave with pay on completing one year's service.

Leave may be granted to daily rated employees on the same scale as that of inferior servants, except in the case of daily rated running staff who are eligible for leave on half pay upon medical certificate up to 30 days in a year*.

Leave to apprentices is also granted with full stipend for one month on grounds of health.

Leave Rules on Railways in Indian States.

Leave Rules for inferior staff on a few of the railways owned and managed by the Indian States are summarised below :—

On the Dholpur State Railway, every permanent employee is allowed 10 days' casual leave whereas the menial staff getting under Rs. 7 are entitled to 15 days. Privilege leave for one month is granted to every permanent employee except the menials getting under Rs. 7/- who are allowed privilege leave only under special circumstances. Sick leave is granted on full pay for 2 months and half pay for four months on production of a medical certificate. Employees getting below Rs. 7/- per mensem can be granted leave on full pay for 3 months, if under treatment in the State hospital. In addition, there is provision for extraordinary casual leave, special casual leave, pilgrimage leave, compulsory leave, etc. The Bhavnagar Railway gives leave according to the State Civil Service Regulations. On the Jamnagar Dwarka State Railway, menials are not eligible for any leave as a matter of right but leave to the extent of one month with pay or without pay can be given by the head of the department concerned at his discretion.

Leave Rules on other Railways.

Leave rules for inferior staff on some of the other railways are as follows :—

B.K., A.K., B.D.R. and K.F. Railways (McLeod & Co.).

Leave rules for the inferior staff on the four railways under the management of Messrs. McLeod & Co., are *almost* identical with those in force on the State Railways of the Government of India. No leave with pay is ordinarily granted to staff whose services are terminable on 24 hours' notice.

The Dehri Rohtas and the Matheran Light Railway.

The Dehri Rohtas Railway gives only one month's leave including privilege, sick and casual leave. On the Matheran Light Railway, the junior staff get 15 days' leave and 10 days' sick leave in a year.

Leave rules quoted above give a very *rough picture* in regard to the conditions of service of the inferior staff. The unions rightly claim that such conditions should be standardised all over.

Labour Officers.

There exists on several railways some sort of machinery for enquiring into the grievances of workers. This consists mostly of staff committees whose constitution and functions will be described in another chapter. There

* State Railway Establishment Code, Vol. I, page 75, para. 733.

may, in addition, be personnel officers on some of the railways. On the East Indian Railway, there is an Employment Officer assisted by Labour Advisers in each of the three workshops, one of whose duties is to investigate the grievances of workers. Similarly, there are Personnel Officers on the various Divisions. Serious complaints against the supervisory staff form the subject of departmental enquiries. On the B. B. & C. I. Railway, there is an organisation controlled by the staff officer which is mostly engaged in cases pertaining to liquidation of debts. There is also a labour officer to handle all labour questions arising in the workshop at Ajmer. On the G. I. P. Railway, there is a Liaison Officer to enquire into the grievances of workshop employees. He may investigate the grievances of other employees as well, if necessary ; no special machinery having been set up for this purpose. On the Baroda State Railway, the Personal Assistant to the General Manager acts as the Labour Officer and scrutinizes all appointments and dismissals. Besides, the State has set up an *Adalat* to which the employees can appeal against the decisions of the Railway Officers. On the Oudh and Tirhut Railway, the grievances of workers are enquired into by District Officers. There is a Labour Welfare Officer on the Bombay Port Trust Railway. On the four railways under the management of Messrs. Mcleod & Co., an officer has been placed on special duty to go round the sections to look after the welfare of the staff. On the North Western Railway, staff councils and workshop committees, Labour and Assistant staff wardens are in existence for the benefit of workers. The general managers of smaller railways directly look into the grievances of their subordinates. *On the whole, the position is highly unsatisfactory as only half-hearted measures have been taken in this direction.*

The general complaint of the unions against the existing machinery for enquiring into the grievances of workers may be summarised as follows :—

1. The appellate authority seldom interferes with the decisions of the Heads of Departments, especially in disciplinary matters.

2. An appeal is sometimes with-held by the subordinate officer on technical grounds that it is a repetition of a previous appeal and that no new facts have been adduced to merit reconsideration of the case. Major A. N. Mallick alleges that “ although it is laid down that when an appeal is with-held the appellant should be informed of the reasons for it, innumerable cases can be cited to prove that this rule is observed more in its breach than in its observance. But the greatest stumbling block for appellants is the rule which states that no appeal lies against the with-holding of an appeal by a competent authority ”.

3. The accused person is not given the right of representation by his union.

4. There are restrictions on the rights of unions making representations to the railway administration in respect of individual cases. (*Vide* chapter on Trade Unions).

5. As alleged by the All India Railwaymen's Federation, there are considerable delays in the disposal of grievances represented by the unions to the Conciliation Officer, Railways*. The E.I.R. Employees' Association points out in its Memorandum that “ the power delegated to the Conciliation Officer, Railways, is not only insufficient but also that he has not the power to enforce his decisions. As Administrations are directly under the Railway Board,

* Amplified Report of the Proceedings of the 17th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, May 1939, page 4.

the Conciliation Officer's decision is reported to the Railway Board who, if they agree, communicate their decision to the Administration, in which case there is an end to the matter—but if they don't, they correspond with the Labour Department which drags on the case for a further length of time. It has been the experience of this Association that the present arrangement is altogether anomalous and should either be scrapped or scope and powers of enforcement given ”.

Corruption.

It is an open secret that corruption is widespread among several categories of staff, particularly in the Transportation Department. As the Chief Commissioner of Railways pointed out at the 14th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, “the real truth of the matter was that it paid the merchants to pay something to the railway staff and get facilities which were not permissible under the rules and that while the staff made money,.....the Railway lost ”*. The evil has, indeed, assumed enormous proportions during the last few years on account of controls by Provincial and Central Governments and black marketing and profiteering by merchants.

In the course of my tour, I interrogated a large number of employees and I was startled to find that each one made an open confession of the fact that he took bribes. They attributed this to low incomes though it is a fact that bribery is not confined only to the low paid staff. Each station has an income in proportion to its traffic and, in a large number of cases, each one of the employees posted there has his share. It was even pointed out that, as many people were anxious to be posted on ‘paying’ stations, they took care to see that they did not displease their superiors. In other words, the railway staff did not only accept illegal gratifications from the public; they also bribed the Establishment staff for leave, promotion, transfers, etc. It is a great pity that, although this evil has assumed serious proportions, not much care and attention appear to have been bestowed on it. For example, it should have been possible for several railways to post a young and enthusiastic gazetted officer of an irreproachable character at each big station like Delhi, Lahore, Howrah, Bombay, etc. with powers to hear complaints on the spot and detect cases of illegal gratification. His presence would have exercised a healthy influence on the staff and the evil would have been considerably checked. Similarly, an *inviolable* time-limit of three years or so at a station should have been possible for staff who are in a position to extract bribes (Station Masters, Assistant Station Masters, Booking clerks, Parcel clerks, Goods clerks, etc., etc.). This has not been done. While I make these two suggestions, I should not be understood to mean that they are enough to end the nefarious practice of bribery and corruption. The problem is vast and comprehensive and demands a thorough enquiry by a competent officer. It is not possible for me to make more than a passing reference to it in this report.

Quite recently, efforts have been made to put down corruption among the railway employees. In the report of the Railway Board for 1942-43, it was observed : “special police and railway staff have been employed for this purpose and a number of convictions have been obtained in the courts, while other cases have been put before the Special Tribunal set up by the Government to deal with cases of corruption on the Railways and in other Departments ”.† The

* Amplified Report of the proceedings of the 14th half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, November 1939, p. 8. page 5.

† Vol. I, pp. 31-32.

report for 1943-44 adds : " in order to expedite the final disposal of cases put up for trial, the Government increased the number of special tribunals dealing with cases of corruption ".* These efforts have hardly touched the fringe of the problem and my discussions with some of the railway officers go to show that these cannot in themselves eradicate the evil.

CHAPTER III.—RECRUITMENT.

On all State-owned and State-managed railways, the authority for recruiting non-gazetted staff against sanctioned posts vests in the General Manager or any other officer to whom he may delegate his powers. The General Manager is also responsible for laying down the procedure for such recruitments.

The general principles regarding the appointment of non-gazetted staff, as laid down in Appendix II of the State Railway Establishment Code, Volume I, are as follows :—

(1) No racial discrimination shall be made in filling appointments (Rule 7).

(2) Selection Boards shall be constituted by a Divisional Superintendent or the head of an office or Department in which appointments are being made (Rule 71).

(3) In making selection, Selection Boards shall so regulate their selection that effect shall be given to instructions issued by the Railway Board from time to time regarding the percentages reserved for the various minority communities in direct recruitment to Subordinate Railway Services (Rules 76).

(4) Subject to the provisions of the foregoing rules, sons of employees or of retired employees, who have rendered special service to the Railway may be given preferential consideration which should not exceed a bonus of 10 per cent. of marks otherwise gained by the candidate or its equivalent if any other system of assessing the value of a candidate is adopted (Rule 77).

The methods of recruitment of non-gazetted staff for the different departments on the State Railways are summarised below.

1. *Traffic Department.*—Candidates for the posts of Station Masters are recruited initially as students to be trained in telegraphy, transportation and commercial subjects. On a satisfactory completion of training, they are eligible for appointment as signallers on probation for a year. Signallers are promoted as Assistant Station Masters, and Assistant Station Masters as Station Masters, provided their conduct and work are satisfactory.

In respect of outdoor clerical staff, recruitment is made normally to the lowest post of Assistant Number Taker or Number Taker.

For the lowest category of firemen, recruitment is made initially as cleaners in sheds and locomotives. After they learn their duties, they are promoted as firemen provided they have the requisite degree of literacy and efficiency. Candidates for the post of intermediate categories of firemen must be literate in the vernacular with powers of observation and good memory, and recruitment may be made initially as cleaners or directly as firemen after a course of training. For the highest category of firemen, candidates are

recruited either as apprentice firemen or firemen direct. Drivers are recruited from the ranks of firemen. Guards are appointed to the lowest grade in the first instance, and later promoted to the higher grades according to their merit.

2. *Commercial Department*.—Candidates for the post of Ticket Collectors, Booking Clerks and other staff of the Commercial Department are required to undergo a practical training for a specified period before they are appointed to these posts.

3. *Engineering Department*.—Permanent Way and Signal Interlocking Staff are appointed initially as apprentices to be trained for a specified period during which they are paid a subsistence allowance. The apprentices are examined at the end of each year and are eligible, after a satisfactory completion of their training, for appointment as Permanent Way and Signal Interlocking Inspectors.

4. *Inferior Staff*.—Inferior staff such as peons, watchmen, gangmen, porters, pointsmen, gatemen, etc., are recruited direct by the department concerned from the local men, as and when required. Semi-skilled and unskilled workers are generally recruited from the different localities as on the Oudh and Tirhut Railway and are normally promoted to fill in higher grade posts. Certain categories of inferior staff like pointsmen, jamadars, gatemen, signalmen, etc., are recruited either direct or in some cases by promotion from unskilled workmen as on the Bombay Port Trust Railway.

Registers of Appointments and Dismissals.

On almost all Class I railways, some form of record or register of appointments and dismissals is kept. The replies state that these registers are regularly examined by an officer and the entries duly initialled. Among Class II railways, which have replied, the Bhavnagar State Railway, the Jamnagar Dwarka Railway, the Gackwar's Baroda State Railway and the Barsi Light Railway keep proper registers which are examined periodically by administrative officers. Among Class III railways, which have responded to my questionnaire, only 4—the Mewar State Railway, the Scindia State Railway, the Dholpur State Railway and the Jagadhri Light Railway—maintain such registers.

All the railways which have replied to the questionnaire state that there have been no complaints regarding either the existing methods of recruitment or the maintenance of registers and that no change is desired in view of the satisfactory working of the present system. These views are, however, not shared by the unions. The complaints of the workers in respect of recruitment on some of the railways are summarised below :—

East Indian Railway.

It is alleged that no register of employment is maintained for inferior staff on the East Indian Railway. The East Indian Railwaymen's Union points out that "subordinate officers empowered to recruit staff often resort to remove old employees to fill up vacancies to increase their own emoluments. Corruption in these matters is always supported by higher authorities, if any appeal is made, on different grounds. Removal of these difficulties can only be achieved if trade unions are taken into confidence".

B. N. Railway.

On the B. N. Railway, it is pointed out by the B. N. R. Employees' Union that no register for employment is generally maintained, that there are no Selection Boards for the recruitment of either the clerical or the technical staff, and that the sons and relatives of employees are not given preference.

G. I. P. Railway.

The G. I. P. Railwaymen's Union points out that no definite rules are observed in the matter of recruitment of Guards and Ticket Examiners and preference is given in many cases to Anglo-Indians. It is also alleged that no proper record of the date of joining of gangmen has been kept.

Bombay Port Trust Railway.

The Bombay Port Trust Railwaymen's Union observes that recruitment should be made by Head Office as it would eliminate alleged malpractices connected with employment and discharge by the foreman. It points out further that the strength of different categories of staff is not specifically defined in the schedule of staff, that only a lump sum is sanctioned for the entire inferior staff and that the Head of the Railway Department is empowered to spend the amount as per requirements. The result, according to the Union, is that promotions cannot be claimed for want of information about the number of posts in each category.

Apprenticeship.

On all State Railways, there is a regular system of apprenticeship and pre-employment practical training in respect of certain classes and categories of workers in the Electrical, Mechanical and Loco Departments. On the Jodhpur Railway, there is no regular system of apprenticeship for ordinary and supervisory posts. In certain cases, however, individuals have been appointed as apprentice P.W.Is. and trained for these posts. There is no system of apprenticeship on several Class III Railway—the Bombay Port Trust, the Matheran, the Jagadhri and the Jamnagar Dwarka Railway. On the Dholpur State Railway, apprentices are trained only as and when required. On the Mewar State Railway, apprentices are selected by a competitive examination.

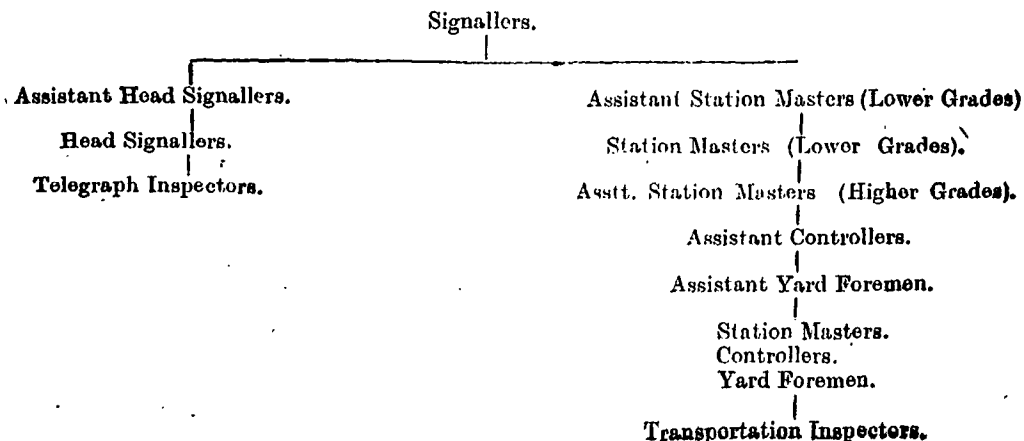
On several railways—Oudh Tirhut, Bengal Nagpur, Martin's Light and Mysore State Railways—the period of apprenticeship counts towards total service. But, on the Scindia State Railway, the apprenticeship period is not taken into consideration for total service.

Promotion.

There is no regular system of promotion—graded or time-scale—on the Jagadhri, the Dholpur, the Scindia State, and the four railways under the management of Messrs. M'cleod & Co. The normal channels of promotion of the various subordinate classes of workers on the State Railways, as stated in Appendix II of the State Railway Establishment Code, Volume I, are given in a tabular form in the following statement.

I.—Transportation (Traffic) Department.

(i) Station Masters.



(ii) Guards.

Probationary Guards.

(Goods or Passenger Guards.

Asstt. Station Masters (Higher Grades).

Assistant Controllers.

Assistant Yard Foremen.

Station Masters.

Controllers.

Yard Foremen.

Transportation Inspectors.

(iii) Outdoor clerical staff.

Assistant Number Takors.

Number Takors.

Head Number Takors.

Yard Supervisors.

II.—Commercial Department.

(i) Ticket Collectors.

Ticket Collectors.

Travelling Ticket Inspectors.

Train Conductors (on certain Railways).

Chief Ticket Inspector.

(ii) Coaching Clerks.

(iii) Goods Clerks.

Coaching Branch.

Assistant Booking Clerks.
Assistant Luggage Clerks.
Assistant Parcel Clerks.

Relieving General Clerks.
Senior Asstt. Booking Clerks.

Head Coaching Clerks.
Head Parcel Clerks.

Goods Branch.

Tally Clerks.
Asstt. Transhipment and Goods clerks.
Transhipment and Goods clerks.

Head Transhipment Clerks.
Chief Goods Clerks.

Assistant Commercial Inspectors.

Commercial Inspectors.

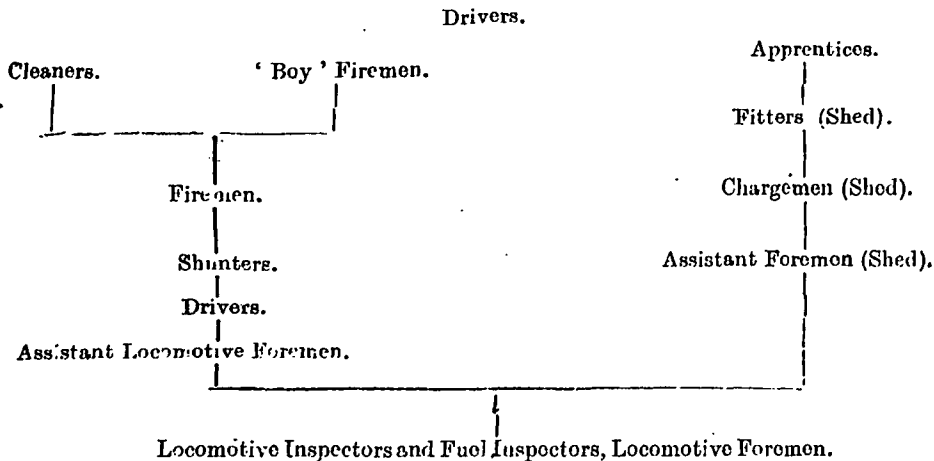
Goods Inspectors.

Traffic Convassers.

Chief Goods Inspectors.

Senior Commercial Inspectors.

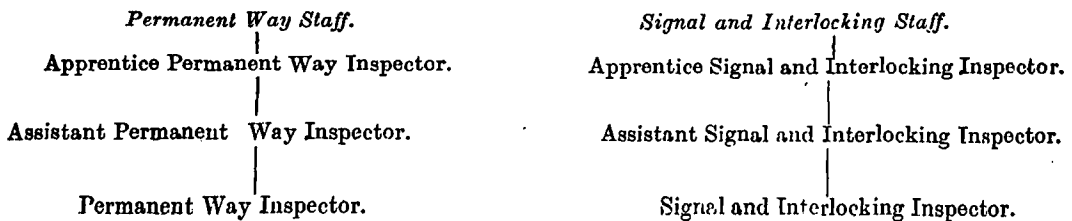
III.—Transportation (Power) and Locomotive Departments.



IV.—Engineering Department.

(i) Permanent Way Staff.

(ii) Signal and Interlocking Staff.



The two broad principles governing promotion are seniority and merit. On all railways, promotion is made according to strict seniority upto a certain grade, and thereafter, it is according to merit. In other words, all promotions to the higher grades are made by selection which involves discrimination. This has been the cause of much discontent among the workers. The All-India Railwaymen's Federation complained in 1935 "that the system of selection rather encourages favouritism and suggested that every promotion should ordinarily be made by seniority".*

The following points emerging from the representations made by Railway unions deserve careful consideration in regard to minimising the complaints of workers in respect of promotion by selection, wherever it is unavoidable :—

(a) On some railways the unit for promotion is the District or Division while on others it is the whole line. Many of the unions have suggested that the whole line should be the unit for promotion.

(b) The E.I.R. Employees' Association points out that non-selection posts are suddenly declared as selection posts, resulting in frequent supersessions. In the light of complaints of this nature on certain other railways as well, it seems necessary to define selection posts in all departments on a uniform basis.

* Amplified report of the proceedings of the 10th half yearly meeting between the Railway Board and the All-India Railwaymen's Federation. June 1935, page 11.

(c) The B.N.R. Employees' Association notes that sometimes posts in the higher grades are abolished with the result that the doors of promotion are closed to the staff. It notes further that new grades are created with a view to giving promotion to particular individuals. It adds :— " If a thorough examination is instituted as to how promotions are given to the staff, it is expected that many cases of irregular promotions will be brought to light and one will not be far wrong to construe that corruption prevails ".

(d) The B.B. & C.I. Railwaymen's Union complains that Selection Boards are not always constituted for deciding cases of promotion. Sometimes, they are constituted by officers who are not of equal rank as recommended by the D'Souza Committee. It adds further that selection posts are not always announced in advance for the information of the staff as required under the provisions of the State Railway Establishment Code.

(e) On some of the Class I Railways, it is alleged that Anglo-Indians are promoted rapidly from one grade to another purely on communal considerations.

(f) On the B. & A. Railway, the union alleges that senior members of the staff are often superseded by the juniors by standard of merit figures allotted to them. Any appeal preferred against such selections is not taken notice of on the ground that no appeal lies against the selection committee.

Major A. N. Mallick points out the following defects in regard to the composition and procedure of Selection Boards with special reference to the E.I.R. :—

(a) " The inadequacy of time given in interviewing candidates.

(b) " The reluctance to hold written examination and, when one is held, to adopt varying standards without any set syllabus.

(c) " Sometimes the members of the Selection Boards are directly subordinate to the Chairman, which is neither fair to the candidate nor does it inspire confidence.

(d) " The number of posts for which candidates are selected is sometimes specified, but future prospects are not at all mentioned ".

Representation of Minority Communities.

Now that a large number of railways are under the management of the Government of India public opinion has been increasingly asserting itself in the matter of the representation of minority communities in railway services, particularly in the superior posts. On the recommendation of Mr. Frank D' Souza, who was placed on special duty in 1939 to review the working of the rules and orders relating to the representation of minority communities in the service of the State-managed railways, a Subordinate Service Commission was set up on the North Western Railway under the direct control of the Railway Board. The Commission which consists of a Chairman and two members has its headquarters at Lahore. It commenced functioning with effect from the 15th July, 1942*. " In spite of the abnormal conditions created by the war and severe competition in recruitment with the other departments, the Commission were able to hold 89 selections during the year in order to fill 3,702 vacancies in various grades of subordinate railway services ".† The Government of India intend establishing similar commissions on other railways if the experiment on the North Western Railway is successful.

* Report by the Railway Board on Indian Railways for 1942-43, Volume I, page 31.

† Report by the Railway Board on Indian Railways for 1943-44, Volume I, page 34.

For direct recruitment to subordinate posts, the Government of India decided (vide Home Department's Resolution No. F. 14/17-B/33-Ests., dated the 4th July 1934), that there should be reservations for different minority communities for railways as a whole as under :—

(a) Muslims	25 per cent.
(b) Domiciled Europeans and Anglo-Indians	8 per cent.
(c) Minority communities other than Muslims, domiciled Europeans and Anglo-Indians	6 per cent.

The total reservations in accordance with the percentages given above were to be secured by fixing a percentage for each railway having regard to the population ratios of Muslims and other minority communities in the areas served by the Railway.

In pursuance of the undertaking given in the Central Legislative Assembly in 1942, the Government of India issued orders in August 1943 reserving 8-1/3 per cent. of the vacancies in the subordinate services of the State Railways as a whole to scheduled castes.

How far the principle of communal representation has helped the Muslims is brought out in the following statement which Moulvi Mohammad Abdul Ghani made on the floor of the Legislative Assembly (Central) on the 20th February 1945, while moving a cut motion in respect of the Railway Budget :—

“ Our position in the Superior Gazetted Service in 1934 was 4.67 per cent. and in 1944 it came to only 9.88 per cent. The progress per year has been about .58 per cent., which means that it will take 47 years to complete our quota of 27 per cent.

“ In the second class of service, i.e., the Senior Subordinate Service, our position in 1934 was 4.84 per cent. and in 1944 it was only 8.21 per cent. This means that we have secured only 3.37 per cent. That means that it will take 72 years to complete our quota.

“ In the last service, that is the service taken as a whole, the total number of persons working in all railways in 1934 including the Railway Board and the Railway Clearing Accounts Office was 7,01,436, of which the Mussalmans were 1,51,634, i.e., 21.61 per cent. Now, the total number of persons in 1944 working on all the railways is 8,89,072. Of these, the Mussalmans are 2,09,190, i.e., 23.52 per cent. We have gained only .212 per cent. per year, which means that we shall take 127 years to complete our quota. This is the position of the Mussalmans in the railway services in a nutshell ”.

It was apparently to improve this position that Mr. Frank D' Souza made the following recommendations in his report in 1940* :—

(i) “ that on Selection Boards for recruitment there should be not less than three officers, none of whom should be directly subordinate to any other, and that there should be a Muslim or at least one member of a minority community on each such Board (paragraph 50) ;

(ii) “ that 50 per cent. of the vacancies in the clerical staff of Establishment Branches should be reserved for members of minority communities (paragraph 94) ;

(iii) “ that the tenure of office of Muslim officers in Establishment Branches may normally exceed that of officers of other communities, subject to a maximum period of three years, and that Muslim officers of other Departments, e.g., Accounts, should also be considered for posting to Establishment Branches (paragraph 96) ;

* Vide Review of the working of the Rules and Orders relating to the representation of minority communities in the services of State-managed railways by F. D' Souza, 1940, page 81.

(iv) " that Selection Boards should be constituted for dealing with cases of promotion when seniority is not the determining factor and that orders for the constitution of such Boards and their procedure should issue on the lines suggested (paragraph 115) ".

The principle of communal representation is applied in the case of direct recruitment only. Direct recruitment is even admissible, as some of the replies go to show, to intermediate grades to the extent of 20 per cent. of vacancies *but this is not utilised to adjust communal disproportions*. Seniority cum suitability is the basis of promotion. The Government have rejected the demand for promotion on communal basis as, among other things, it will result in the supersession of men merely because they belong to other communities. The number of Muslims in higher grades is small. It was probably for this reason that the Government made a statement on the floor of the Central Legislature in 1931 expressing their desire to see the Muslim community adequately represented in the posts of staff officers, office superintendents, head-clerks, etc., when suitably qualified and senior Muslim employees were available*. It is alleged that no advance has been made in this direction.

Generally speaking, no special favours are shown to any particular class or community in the matter of starting pay or promotion. But, on railways, Anglo-Indian and domiciled European employees are started on a minimum pay of Rs. 55 per month in those categories in which they have a special reservation for recruitment. This is a matter of policy decided upon by the Government of India†. There is, however a considerable amount of resentment among Indian employees over this question. They feel that their standard of living is low because of their meagre earnings and that the joint family system under which they live, unlike Anglo-Indians and Europeans, equally necessitates an increased initial salary for them.

It is not in respect of a higher start alone that the distinction between Anglo-Indians and Europeans on one side and Indians on the other side persists. On some railways, there are running rooms exclusively for the use of Anglo-Indians and Europeans. Indian running rooms are far inferior in several respects—crockery, furniture, servants, etc., etc.—to European running rooms. It is high time this distinction were abolished and the entire running staff treated alike for purposes of running rooms.

Temporary Staff.

Recruitment during the war to fill in permanent posts has been made on a temporary basis and it is understood that, at the end of the war, such workers will have to make way for ex-servicemen. With a view to keeping the maximum number of vacancies for them, an embargo was placed by the Railway Board on confirmation of staff. The All-India Railwaymen's Federation, however, urged in its half-yearly meeting with the Railway Board on the 19th September 1944, that the staff recruited on a temporary basis before the war has " continued to remain temporary although they might have been made permanent but for the embargo ", that they should not be displaced and that the staff recruited temporarily during the war should also be absorbed as far as possible by means of post-war developmental schemes‡.

* *Vide* Legislative Assembly Debates, 1943, Vol. III, page 373.

† " Fixed in pursuance of the provisions of Section 242(2) of the Government of India Act, 1945. The reasons for the Government's policy are stated in paragraph 4 of the Home Department Resolution No. 14-5-1938-Establishments (Special), dated the 1st May, 1939". Legislative Assembly Debates, Vol. 1, No. 9, dated 22nd Feb. 1941, page 536.

‡ Amplified Report, page 4.

Penalties and Punishments for Railway Servants.

The State Railway Establishment Code (Vol. 1)* empowers the Railway administrations to impose the following penalties in disciplinary matters :—

- (a) Censure,
- (b) withdrawal or forfeiture of privileges, i.e., free passes, etc. ;
- (c) fines, including forfeiture or reduction of running allowances in the case of train and running staff ;
- (d) withholding of increments or promotion, including stoppage at an efficiency bar,
- (e) reduction to a lower post or time-scale or to a lower stage in a time scale,
- (f) recovery from pay, of the whole or part, of any pecuniary loss caused by negligence or breach of orders,
- (g) suspensions,
- (h) removal from the service,
- (i) dismissal from the service,
- (j) with-holding of the whole or part of provident fund contribution or gratuity in accordance with the provisions of the State Railway Provident Fund and Gratuity Rules, and
- (k) reducing or with-holding the maximum pension admissible in accordance with the provisions of the rules governing the grant of pensions.

Items (c), (d), (e) and (f) are alleged to be contrary to the provisions of the Payment of Wages Act. Moreover, the rules lay down that every order imposing a penalty on a railway servant is required to be communicated in writing, and, though the railway servant is required to submit a written explanation within a definite period of time, the process of 'charge-sheeting' and replying, according to the unions, has become farcical, for it is alleged that in a large number of cases, particularly in respect of the inferior staff, the charge sheets do not contain specific charges and that the replies given by the employees are practically ignored.

CHAPTER IV.—HOURS OF WORK AND WORKING CONDITIONS.

By the Indian Railways (Amendment) Act, 1930, a new Chapter (Chapter VI-A) has been added to the Indian Railways Act, 1890, dealing with the hours of employment and periods of rest of railway servants in conformity with the obligations which the Government of India undertook, when they ratified the International hours of work (Washington) and the Weekly rest (Geneva) Conventions in July 1921 and July 1923 respectively.

Under Section 71E of the Indian Railways (Amendment) Act, 1930, the Governor-General-in-Council issued certain rules known as the "Railway Servants' Hours of Employment Rules, 1931" and, shortly afterwards, certain subsidiary instructions were circulated under the authority of the Railway Board. The Act, the Rules and the Subsidiary Instructions are generally referred to as the 'Hours of Employment Regulations', though only the first two have statutory force.

The Hours of Employment Regulations are applicable to all categories of staff with the exception of (a) running staff, (b) the chowkidars, watermen, sweepers, gatekeepers, etc., (c) persons who hold positions of supervision or

management or who are employed in a confidential capacity, and (d) persons employed in a factory within the meaning of the Indian Factories Act. The exclusion of staff in the first three categories does not absolve the Supervisor of Railway Labour from watching their conditions of work. The fourth category of employees is covered by the Factories Act.

The main provisions of the Hours of Employment Regulations are as follows :—

(1) " A railway servant, other than a railway servant whose employment is essentially intermittent, shall not be employed for more than sixty hours a week on the average in any month ". (Section 71C(1)).

(2) " A railway servant whose employment is essentially intermittent shall not be employed for more than 84 hours in any week ". (Section 71C(2)).

(3) " Temporary exemptions of railway servants from the provisions of the above sub-sections (1) and (2) may be made in case of exceptional pressure of work, accidents or when urgent work is required to be done to the railway or rolling stock, provided that overtime is paid at not less than one and a quarter times the ordinary rate of pay ".

(4) " A Railway servant whose duties are not essentially intermittent shall be given a rest of not less than 24 consecutive hours each week commencing on Sunday, though the Governor-General-in-Council may, by rules made under Section 71E, specify the classes of railway servants who may be granted rest on a scale lower than 24 consecutive hours or grant temporary exemptions in case of accidents, exceptional pressure of work, etc., as specified in sub-section (3) of Section 71C, provided that compensatory periods of rest are granted for the periods of rest foregone ".

(5) " A Railway servant exempted under the provisions of sub-section (3) of Section 71D from the grant of rest shall not be required to work for 21 days without a rest of at least 24 consecutive hours " (Rule 7 under Section 71D).

The power of declaring that the employment of a railway servant is essentially intermittent, within the meaning of section 71A, vests in the Head of a railway, and in case of disputes arising from such declarations, the decision of the Government of India (in the Railway Department) is final. These Regulations were applied in the first instance to the North Western and East Indian Railways in 1931, to the Eastern Bengal and Great Indian Peninsular Railways in 1932, to the Bombay, Baroda and Central Indian and Madras and Southern Mahratta Railways in 1935, to the Bengal and North Western Railways in 1937, to the South Indian, Rohilkhand and Kumaon Railways in 1940 and to the Assam-Bengal and Bengal Nagpur Railways in 1941.* Thus, at present, all Class I Federal Railways are covered by the Regulations which, in the main, regulate the hours of work of railway employees, the grant of compensatory periods of rest and the payment of overtime allowances. The total number of employees entitled to the protection of

* It may be noted that the necessity of incurring additional financial burdens has been the primary consideration in gradually extending the application of these Regulations, though the All-India Railwaymen's Federation has been protesting against this policy.

the Regulations on 31st March 1944 was 5,98,151 as detailed in the table below :—

TABLE X.

Showing the number of employees protected by the 'Regulations' on each Class I Federal Railway.

Name of the Railway	Number of staff.
N. W.	89,966
E. I.	1,12,405
B. & A.	62,167
M. & S. M.	36,923
B. B. & C. I.	54,549
O. & T.	38,642
S. I.	35,316
B. N.	64,909
G. I. P.	1,03,274
Total	5,98,151

The Government of India have appointed a Supervisor of Railway Labour, a Deputy Supervisor and several Inspectors† for the purpose of enforcing these regulations on all the State-managed railways. The following table gives the number of establishments inspected by the Inspectors of Railway Labour during 1943-44 :—

†TABLE XI.

Railway establishments.	N.W.	E.I.	B.&A.	G.I.P.	M. & S.M.	B.B. & C.I.	O.&T.	B.N.	S.I.	Total
Transportation	845	464	570	427	500	394	350	530	605	4,668
Engineering	196	80	70	59	76	45	94	62	47	729
Power	83	65	111	46	74	53	123	86	57	698
Miscellaneous	269	287	134	138	108	278	118	280	34	1,646
Total	1,393	896	885	670	758	770	685	941	743	7,741

* *Vide* Annual Report on the Hours of Employment Regulations for the year 1943-44.

Note.—The staff governed by the Factories Act and the Mines Act is not included in the table given above which deals exclusively with the staff coming under the Hours of Employment Regulations.

† The total number of inspectors on the 31st March 1944 stood at 23.

‡ Annual Report on the Working of the Hours of Employment Regulations during the year 1943-44.

Classification of staff.

The crux of the Regulations is the classification of workers as "continuous" and "intermittent", since hours of work and periods of rest differ according to the different categories. As the power of declaring a worker as continuous and intermittent is given to the Railway Administrations, there is naturally a conflict between the workers and the managements. "Inspectors have always devoted considerable attention to the question of classification. They bring all cases of doubtful or wrong classification to the notice of the Conciliation Officer (Railways) and Supervisor of Railway Labour who, after further scrutiny, communicates these reports to Railway Administrations. Those, which are of the border-line type, are reported to the Administrations as 'open to doubt', the Administrations being requested to review the position; whereas those which seem obviously to involve a breach of the law are challenged, the Administrations being required to rectify matters".*

The total number of cases in which classification was challenged or was 'open to doubt' was 237 in 1943-44. The details are given below.—

†TABLE XII.

Showing the number of cases of classification taken up during the year 1943-44.

Name of Railway.	Challenged.	Open to doubt	Total.
N. W.	19	14	33
E. I.	15	9	24
B. & A.	66	4	70
G. I. P.	12	12	24
M. & S. M.	9	2	11
B. B. & C. I.	25	3	28
O. & T.	7	9	16
S. I.	6	3	9
B. N.	22	..	22
Total	181	56	237

*Annual Report on the working of the Hours of Employment Regulations for 1939-40.

A couple of instances in respect of the change of classification of staff are reproduced below from the Annual Report on the Hours of Employment Regulations for the year 1943-44:—

(a) "During the year under review it was reported by the Inspectors of Railway Labour on the Bengal and Assam Railway that the grain shop staff employed at different places all over the Railway had been classified as 'essentially intermittent', inspite of the fact that they hardly got any long periods of inaction. The question was taken up with the Railway Administration who agreed to change the classification of the entire grain shop staff from 'essentially intermittent' to 'continuous'."

(b) "It was brought to the notice of this Department by one of the Inspectors of Railway Labour on the Bombay, Baroda & Central India Railway that the Train Examiners (known as Assistant Train Examiners prior to 1942) employed on the meter-gauge system of that railway had been classified as 'essentially intermittent', although the duties that they were required to perform and the number of trains, both passenger and goods, that they were required to attend to did not allow them sufficient periods of inaction to justify their classification as 'essentially intermittent'. The matter was taken up with the Railway Administration who agreed to reclassify the employees concerned as 'continuous'."

† *Vide* Annual Report on the Hours of Employment Regulations for the year 1943-44.

The net increase or decrease in 1943-44 in the percentage of 'continuous', 'essentially intermittent' and 'excluded' staff of each Railway as compared with 1942-43 is indicated in the table below :—

*TABLE XIII

Showing the net increase or decrease in the year 1943-44 in the percentage of the 'continuous', 'essentially intermittent' and 'excluded' staff on each railway.

Railways	Continuous	Essentially intermittent.	Excluded
N. W.	+1	-2	+1
E. I.	+1.1	-1.2	+1
B. & A.	+4.6	-2.5	-2.1
M. & S. M.	+3	-7	+4
B. B. & C. I.	+5	-2	-8
O. & T.	+1.0	-1.1	+1
S. I.	-1	-2	+3
B. N.	+6	-4	-2
G. I. P.	-4	+4	..

Temporary Exemptions.

Sub-rule 1 of Rule 5 empowers the Head of a railway to make temporary exemptions of railway servants from the limits of hours of work prescribed in Section 71C, and Sub-Rule 2 provides further that the Head of the railway can delegate this power to subordinate authorities. The Supervisor of Railway Labour reports that this delegation of power has resulted in several objectionable consequences. "In spite of the issue of detailed instructions by all Railway Administrations enjoining on their subordinates the duty of maintaining faithful records of all exemptions made, there has been a woeful absence of such records. Numerous cases have come to notice where railway servants had been called upon to work beyond their usual daily hours (such employment in many cases resulting in the present limits being exceeded) and no record whatsoever had been maintained. Even on those railways, where the power to make temporary exemptions has been delegated subject to the conditions that immediate intimation of all exemptions made, is sent to the senior gazetted officer concerned, this has not been done. The question is of considerable importance to railway labour as claims to the payment of overtime are bound to fail unless they are supported by relevant records. On a claim to the payment of overtime by an employee being referred to a Railway Administration, it was argued on behalf of the Administration that, as the relevant records were not complete, payment could not be made. This state of affairs is most unsatisfactory. Repeated exhortations by successive incumbents of the post of Supervisor of Railway Labour have had little effect. Unless the Administrations take steps to improve matters by insisting on their subordinates carrying out their orders, other measures would have to be devised to safeguard the interests of the railway workers".†

In August 1942, the Governor General promulgated the Railways (Hours of Employment) Ordinance "empowering the Central Government to issue notification to suspend the operation of Chapter VI-A of the Indian Railways Act, 1890, and of the Rules made thereunder on any specified railway or section of a Railway. The Ordinance also made it incumbent on Railway Administrations to pay to the railway employees overtime for extra hours worked during such suspensions at not less than 1-1/2 times their ordinary rate of pay". In 1943-44, this temporary abrogation of the Hours of Employment Regulations was not resorted to on any Railway.

* Annual report on the Hours of Employment Regulations for the year 1943-44.

† Annual Report on the working of the Hours of Employment Regulations, 1940-41, p. 8.

Periods of Rest.

With regard to rest, "the Regulations do not prescribe the point of time from which compulsory rest should begin or when it should end, but railway labour would rather that the period of rest coincides with a calendar day. Such a reference is quite natural when it is remembered that, in terms of hours, a calendar day's rest in practice means more than 24 consecutive hours' actual rest. This Department does what it can to meet the wishes of the workers in the matter by suggesting re-rostering of staff where possible".* It is seen, however, from the annual reports of the Supervisor of Railway Labour that there has been an increase in the percentage of staff entitled to 24 consecutive hours' rest in place of a calendar day's rest on some railways which, to say the least, is not a very healthy trend. A calendar day's rest in place of the statutory minimum rest is always welcomed by the employees as has already been pointed out. The report of the Supervisor for Railway Labour for the year 1943-44 says :—

"There has been an improvement in the percentage of the staff enjoying a calendar day's rest on the North-Western, East Indian, Bengal and Assam and South Indian Railways, the Bengal and Assam Railway recording an increase of 3.5 per cent. The position in this respect has remained stationary on the Bombay, Baroda and Central India Railway. There has been a deterioration in the position on the Madras and Southern Mahratta, Oudh and Tirhut, Bengal Nagpur and Great Indian Peninsula Railways, the Oudh and Tirhut Railway recording a decrease of 2.7 per cent."

Though the rosters provide for rest periods, the Supervisor of Railway Labour reports that "several cases were brought to notice in which Railway servants were found working during their periods of weekly rest".† Moreover, working outside rostered hours is also a common violation, particularly by the Goods Staff on all railways. "In spite of the fact that this complaint, which is as old as the Regulations, has been regularly brought to the notice of the administrations, there has been no change for the better.——— No evidence is available to show that any determined effort has so far been made by the Administrations to check the evil. It may be that in some cases there is, as pointed out in the report for the year 1933-34, some fatal fascination about the goods shed in the evening which keeps the clerks at work long after the hours during which public business is transacted. In many cases, however, the true explanation is to be sought elsewhere. A scrutiny of the work of some of those goods sheds which are notorious in this respect has clearly established the need for an increase in the staff detailed for duty at these sheds. The complaint of the clerks that it is not possible to complete the work allotted to them within the rostered hours has been found, in many cases, to be substantially correct. Though these facts have been brought to the notice of the Administrations, little has been done to improve matters. Warnings galore have been given by successive incumbents of the post of Supervisor of Railway Labour. These have not had the desired effect and the question of devising more effective methods is under examination. It is proposed to undertake special enquiries as regards the working conditions in goods sheds of the two railways where the evil has assumed serious proportions".‡

* Annual Report on the Working of the Hours of Employment Regulations, 1940-41, page 9.

† *Ibid*, page 10.

‡ Annual Report on the Working of the Hours of Employment Regulations, 1939-40, p. 11.

Continual Night Duty.

There is no provision either in the Act or the Rules prohibiting continual employment at night, though Subsidiary Instruction No. 8 issued by the Railway Board contains an exhortation to the Railway administrations to avoid such employment as far as possible. The Railway Administrations have given effect to the suggestions of the Supervisor of Railway Labour in this respect. "It is not, however, always possible to eliminate such duty especially in the case of certain employees whose presence is required during the hours of darkness; for, example, chowkidars, watchmen, lampmen, and, at certain stations, Assistant Station Masters. At the suggestion of this Department, arrangements were made to afford some relief to this class of workers by transferring them to stations where continual night duty does not obtain".*

General Conclusions.

Some of the general conclusions emerging from the foregoing discussions may be stated as follows :—

(1) There is a need for the extension of the benefit of the Hours of Employment Regulations to all railways.

(2) That there should be a certain amount of uniformity in respect of classification of workers as intermittent and continuous goes without saying. The All-India Railwaymen's Federation urged as early as 1930 that this function (of classifying the workers) should be entrusted to a Joint Body of Representatives of Employers' and Workers' Organisations according to the spirit of Clause A of Article 6 of Washington Hours Convention, vesting the powers of veto, if at all necessary, in the competent authority.†

(3) Although it is more than a decade since the Hours of Employment Regulations were introduced, they do not yet cover the running staff. The Supervisor of Railway Labour reports that "organised labour voiced its demand for extending the protection of the Regulations to the Running Staff. The matter has been brought to the notice of Government".§

(4) In the absence of penal provisions such as those in the Factories Act, it is doubtful whether infringements of the provisions of the Hours of Employment Regulations (in respect of working beyond rostered hours, etc.) could be effectively prevented on the railways.

(5) Progressive labour is of opinion that there should be a re-classification of workers, since, owing to the increase in the volume of work due to War and the possibility of its continuance thereafter, workers who were classified formerly as intermittent are now doing continuous work. Moreover, labour feels that the hours of work should be reduced from 84 to 60 in the case of intermittent workers and from 60 to 48 per week in the case of continuous workers. Whether the Railways could incur the necessary additional financial burden or not, the claim for further reduction in working hours and an increase in periods of rest calls for a close scrutiny.

(6) It is alleged by unions that several workers are shown as 'intermittent' although they should be classified as 'continuous'. The railways gain

* Annual Report on the Working of the Hours of Employment Regulations, 1940-41, p. 11.

† Proceedings of a meeting between the Railway Board and a deputation of the All India Railwaymen's Federation, September 1930, p. 15.

§ Annual Report on the working of the Hours of Employment Regulations, 1940-41, p. 11.

as a consequence thereof and the mistake is rectified only when the Supervisor of Labour takes up the case. Under the circumstances it stands to reason that the worker or workers, who have suffered, should be eligible for a liberal amount of compensation. I am merely voicing the feelings of the workers when I state that the matter deserves the serious consideration of the Government.

Working conditions of certain categories of staff.

Some of the disabilities of the staff in respect of their working conditions, based partly upon the observations of the investigating staff and partly upon the information supplied by workers concerned are detailed below :—

Gangmen.

Not a single Railway Administration supplies complete uniform including footwear for the gangmen who have to carry on their work exposed to sun and rain and, sometimes, snow. On the B.B. & C.I. Railway, blankets are supplied to gangmen on the line from Bombay to Surat but not beyond. The B.B. & C.I. Employees' Union points out that the gangmen should be supplied rain coats, and not blankets, as the latter is inconvenient in the performance of their duties.

Carriage and Wagon Coolies and Fitters.

On almost all railways, coolies and fitters working in the " sick sidings " have to carry on their work exposed to sun and rain as there is practically no provision for any shed over the " sick sidings ".

Firemen.

Firemen are seldom supplied with goggles to protect their eyes against the glare. On some railways, it is complained that they are not given any over-all garments or, if given, only very sparingly.

Signalmen.

On several stations of many railways there is no shed over the signal levers so much so that those who operate them are exposed to sun and rain. Moreover, it is complained that levers get frequently rusty on account of rain and become difficult to operate. Those working in the cabins complain that there is no supply of drinking water, or the provision of lavatories and urinals for them close to the cabins.

Guards.

The general complaint of the guards on almost all railways is that, as the relieving staff is insufficient, they are made to work at a stretch without adequate rest.

European and Anglo-Indian guards are exempted from working shunting and van trains between Lahore and Wazirabad. Indian guards complained about this racial discrimination. The reply of Sir Andrew Clow, the then Transport Member, was that " no action was taken (on their complaint) as there is no running room for European and Anglo-Indian guards at Wazirabad ".*

* Legislative Assembly Debates, Vol. IV, No. 6, 12th November 1940, p. 364.

Clerks.

The general complaint of the clerks in several of the offices, both at the Headquarters and in the Divisions of almost all the sampled railways is that they are over-worked, particularly as a result of an increase in the volume of work due to war. Moreover, owing to the paucity of relieving staff, some of the clerks, at any rate, are not able to obtain compensatory leave. That this is true of the clerks even in the Railway Clearing Accounts Office will be evident from the following passage:

“ There has been difficulty in giving compensatory holidays to some men. 554 clerks could not get the compensatory leave due to them during the last 6 months ”.*

CHAPTER V.—WAGES AND EARNINGS.

Table XIV gives details of revised wage rates† on some railways in respect of which evidence is available from the following passage :

* Legislative Assembly Debates, Vol. III, No. 5, 3rd April 1944, p. 1362. (Reply given by Sir Edward Benthall).

† These revised wage-rates have been taken from replies sent by different railways and checked, wherever possible, from the printed lists. Most of them were re-checked in the office of the Railway Board. They may not, however, be taken as *absolutely* correct as the replies of the railway administrations contained some errors. This will be evident from some of the figures in the table. In any case, they can be relied upon for purposes of comparison.

TABLE XIV.
Showing the revised rates of pay of some of the non-gazetted staff on some railways.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State (Rs.)	Gadwar Baroda State (Rs.)	Scindia State (Rs.)	Jumagadi State. (Rs.)
1. Headquarter staff— Clerks.												
	400	210	140	..	400	230	400	300	..	120—10/2—140	30—80	110—10—160
	300	155	100	..	260	200	350	175	..	80—10/2—110	..	80—6—110
	250	130	65—5/2—85	..	200	180	300	150	..	55—5/2—75	..	65—5—80
	200	104	44—4/2—60	..	160	140	260	125	..	30—3/2—50	..	50—4—65
	160	83—3—48 5—63—E. B. 62—5/2 —88	25—11—40	..	100—10/2—120	100—10/2—120	230	100	..	..	..	85—2—50
	120	..	..	..	65—5/2—85	65—5/2—85	200	78—3—91	..	..	..	25—2—35
	100	..	..	..	30—3—45—5—60	30—3—45—5—60	180	35—21—70	..	..	..	..
	30—4—60 E. R. 5—80.	..	..	..	..	..	140	25—2—45	..	..	..	..
							100—10/2—120					
							65—5/2—85 30—5—50—5/2—60					
2. P. W. Inspectors												
	400	400	300	..	400	400	400	{ 400	..	160—10/2—200	200	80—6—116
	350	350	250	..	350	{ 350	{ 350	{ 350	..	120—10/2—160	..	65—5—80
	300	300	200	..	300	{ 260	{ 250	{ 250	..	..	..	..
	250	260	160	..	260	{ 200	{ 180	{ 150	..	..	..	50—4—65
	200	230	120	..	230	{ 160	{ 160	{ 125	..	..	..	..
	..	200	..	..	..	..	..	..	..	..	..	..
	120	170	70—10/2—100	..	200	100—10/2—120	100—10/2—120	110	..	90—10/2—120	40—60	35—8—50
	..	140	40—5/2—60	..	100/120—10—180	66—5/2—85	66—5/2—85	100	..	..	..	..
	..	115	35—5/2—60	..	..	..	..	76—3—91	..	..	..	..
	..	90	35	..	..	..	..	..	..	..	..	..
	..	65	..	..	..	..	..	..	..	..	..	..
3. Sub P. W. Inspectors.												
	..	..	..	..	..	..	..	..	..	..	..	..

TABLE XIV—*contd.*

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gadwar Baroda State. (Rs.)	Scindia State. (Rs.)	Jumagad h State. (Rs.)
4. Signal and Interlocking Inspectors.	400	400	400	400	400	400	400	400	..	..	..	..
	350	350	350	..	350	350	350	350	..	..	..	..
	300	300	300	..	300	300	300	300	..	..	..	..
	250	250	250	..	250	250	250	250	..	..	..	..
	200	200	200	..	200	200	200	200	..	..	..	..
	..	200	180	..	..	200	200	..	..	..	..	..
	..	..	120	..	..	..	180	..	..	..	..	..
	..	..	..	..	..	..	160	..	..	..	..	..
5. Asstt. S. & I. Inspectors.	120	170	65-5/2-85	..	200	180	100-10/2-120	200	..	..	..	..
	..	140	..	..	100/120-10-180	160	65-5/2-85	175	..	..	..	..
	..	115	..	..	..	140	..	150	..	..	..	..
	..	90	..	..	..	100-10/2-120	..	125	..	..	..	..
	..	65	..	..	..	65-5/2-85	..	100	..	..	..	..
6. Station Superintendents.	450	400	350	..	400	400	400	400	..	..	..	150
	..	350	260	..	..	..	..	..	..	..	..	..
7. Station Masters.	350	300	180	..	350	350	350	350	..	..	..	..
	300	250	140	..	300	300	300	325	..	..	..	..
	180	170	100	..	260	260	260	300	..	..	..	..
	100	100	65-5/2-85	..	200	200	230	275	..	..	..	..
	90	75	44-4/2-60	..	180	100-10/2-120	200	250	..	..	..	..
	75	..	30-1 1/2-40 1/2	..	100-10/2-120 65-5/2-85	180	180	225	255-25/2-350	..	..	..
	70	..	..	..	65-5/2-85 30-3-45-5-60	160	160	200	200-25/2-250	..	..	..
	65	..	..	..	30-3-45-5-60	140	140	175	150-10-200	120-10/2-150	60	110-10-150
	..	..	..	..	..	100-10/2-120	..	150	110-6-140 60-5/2-80	30	65-5-80	..
	..	..	..	..	..	65-5/2-85	65-5/2-85	110	80-5-110 45-5/2-60	80	50-5-65	..
	..	..	..	..	..	..	..	100	60-3-75 80-5/2-45	..	36-3-50	..
	..	..	..	..	..	..	..	76-8-91	45-2 1/2-60 25-5/2-40	30	2 35	..
	..	..	..	..	..	..	..	57 1/2-2 1/2-75	35-2 1/2-42	..	..	..

TABLE XIV—*contd.*

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gackwar Baroda State. (Rs.)	Scindia State. (Rs.)	Junagadh State. (Rs.)
8. Assistant Station Masters.	275 180 90 75 60	250 170 100 75 40-4-70	70 40 30 (Probationers). .. .. ..	.. .. .. .. .. .. ..	230 200 180 65-5/2-85 30-3-45/ 5-60	230 200 180 65-5/2-85 30-3-45/ 5-60	230 200 180 65-5/2-85 30-3-45/ 5-60	230 200 180 65-5/2-85 30-3-45/ 5-60 .. .. ..	.. .. .. .. .. .. ..	.. .. .. .. .. .. ..	.. .. .. .. .. .. ..	.. .. .. .. .. .. ..
9. Platform Inspectors	90 .. .. ..	.. .. .. ..	44-4/2-60 (Platform Foremen). .. ..	.. .. .. ..	.. .. .. ..	200 160	180 (Fixed) 160 140 ..	100 .. .. ..	.. .. .. ..	.. .. .. ..	.. .. .. ..	.. .. .. ..
10. Yard Foremen ..	300 180	(Yard Master) 350-180 300 (Maximum) .. Yard Foreman 65-5-85 ..	350-180	300-20-400	100-10/2-120 65-5/2-85	350 (Designated as Yard Master). 65-5/2-85 (Yard Foremen). ..	160 (fixed) 140 100-10/2-120 65-5/2-85 40 5-50-5/2-60 ..	571-21-75 .. .. .. ..	.. .. .. .. ..	.. .. .. .. ..	.. .. .. .. ..	.. .. .. .. ..
11. Head Number Takers, Number Takers and Assistant Number Takers.	70, 60, 55 30-4-50 25, 55	30-3-45-5-60 .. .. .. ..	.. .. .. .. ..	45-5/2-70	30-3-45-60	30-2-40 .. .. .. ..	.. .. .. .. ..	.. .. .. .. ..	.. .. .. .. ..	120-10/150 60-5/2-90 45-5/2-60 30-5/2-45 25-5/2-40 ..	25	(Known as Train Clerks) 25-2-35

TABLE XIV—contd.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gadwar Paroda State. (Rs.)	Schindla State. (Rs.)	Junagadh State. (Rs.)
12. Shunting Masters	60	30—3—45— 5—60	..	120—5—140	..	..	..	57½—21—75	..	..	..	..
	55	..	..	95—5—115	..	..	..	42½—21—55	..	..	..	..
	50	..	..	..	..	..	..	32—2—40	..	..	..	..
13. Controllers	400	400 (for Head Train Con- troller Grade I).	350	..	350	400	400	400	}			
A Grade	300	350 (for Head Train Controller Grade II).	..	..	260	350	300	325	..	..	..	..
	..	..	..	..	160	(District Controllers)	..	..	..	..	..	..
14. Assistant Con- trollers—	..	..	..	..	140	..	..	..	..	..	..	..
A Grade	275	260 (for Train Controller grade I).	180	..	100—10/2— 120	160	230	300 Power Controllers.	..	..	..	..
B Grade	180	100—5—160 (for Train Controller grade II).	140	..	..	140	200	250 Dy. Controllers.	..	..	..	..
C Grade	90	..	..	..	..	100—10/2— 120	..	175 Section- Controllers.	..	..	..	..
15. Head Signallers	120	75—5—120	..	..	140	100—10/2— 120	..	..	..	120—10/2— 150	35	30—3—45
	100	..	..	..	100—10/2— 120	..	..	..	..	60—5/2—90	..	..
	90	..	..	..	65—5/2—85	..	..	..	..	45—5/2—60	..	..
	80	..	..	..	..	..	..	..	..	30—5/2—45	..	..
	..	..	..	..	..	..	..	..	..	25—5/2—40	..	..

TABLE XIV—*contd.*

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Cachwar Baroda State. (Rs.)	Sindia State. (Rs.)	Jamagadh State. (Rs.)
16. Asstt. Head Sig- nalliers.	85 70	.. (Signal- lers in charge)	.. ..	.. ..	.. 30-3-45- 5-80	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..	.. ..
17. Signallers	70 (40-5-60, 5-60).	30-3-45 ..	65-5/2-85 44-4/2-80	.. ..	30-3-45 ..	65-5/2-85 (30-3-45 E. B. -5- 60).	180 (fixed) 160 140 100-10/2 -120 65-5/2-85	76-3-91 .. 57 1/2-2 1/2-75 ..	.. ..	.. ..	25 ..	25-2-35 ..
..	..	..	25-1 1/2-40	..	..	..	..	65-5/2-85 42 1/2-2 1/2-35	..	..	..	..
..	..	..	..	..	..	..	30-5-40-32-2-40 E. B. -5- 50-E. B. 5/2-80	..	..	..	..	..
18. Train Examiners	180 160 120 100	65 to 230 (In six grades).	200 160 140 100	.. .. .. ..	260 230 200 180	400, 260, 230 230 160 140	280 (fixed) 230 200 180 140 100-10/2- 120	225 .. 200 175 150	.. ..	.. ..	.. ..	.. ..
..	90	..	44-4/2-80	..	100-10-160 120 65-5/2-85	65-5/2-85	125	..	..	..	..	..
50-5-80	..	..	..	..	..	30-3-45- 5-80	65-5/2-85	..	..	..	..	..
19. Passenger Guards A	160	..	I-120	..	100-10/2- 120	100-10/2- 120	100-10/2-A 125 120	80-5-105 (For guards) Express and 120-10/2- Mail train guards. 150	85-5-80	80-35	85-5-80	..
..	..	..	II-82-4- 90	..	(for Express and mail train guards).	..	..	B 100	50-4-65	80-5/2-80	..	..
..	..	..	(For Express and Mail train guards).	..	..	..	40-4-76	45-5/2-80	35-3-50	..	..	..
..	..	..	..	..	..	..	..	35-2 1/2-50	(Called under- guards).	..	..	..
..	..	..	..	..	..	..	..	(for guards) 25-5/2-40	25-2-35	..	..	..

TABLE XIV—contd.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. E. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gadwar Baroda State (Rs.)	Scindia State. (Rs.)	Junagadh State. (Rs.)
20. Goods Guards—												
A Grade ..	120	I 60	..	..	..	..	..	..	..	..	..	..
B Grade ..	70-5-80	II 60-5-120	..	..	II 30-3-45-5-60	..	..	..	..	..	..	..
21. Guards C Grade	60-5-80	..	III 40-3-58	..	..	65-5/2-85	65-5/2-85	C 57 1/2-2 1/2-75	..	..	..	..
	..	..	IV 25-2-37	..	..	30-3-45-5-60	30-5-50-60	D 42 1/2-2 1/2-55	..	..	..	..
22. Drivers (Mail & Pass.)—												
A Class ..	225	Specials Grade-180	I 250	0-7-0	170-10/2-180	180	180	225	..	75-5/2-90 (A Grade).	25-60	45-4-60
B Class ..	225	..	II 200	0-4-3	140-10/2-160	160	160	175	..	50-5/2-75 (B Grade)	..	35-3-45
	..	..	III 150	(Per hour)	90-10/2-120	140	140	125	..	..	..	35-3-45
	..	..	IV 100	..	55-5/2-65	100-10/2-120	100-10/2-120	100	..	..	..	..
	..	..	Shunting Drivers.	..	40-5/2-50	30-3-50-2-60	30-5-50/2-60	76-3-91	..	..	..	..
23. Firemen ..	..	..	65-5/2-80	..	..	..	..	..	..	..	..	..
	80-5-90	..	45-5-50	0-3-6	30-5-50	30-5-50	40-5-50-5/2-60	42 1/2-2 1/2-55	..	30-2-40 (A Grade)	20-25	15-1-24
	..	..	32 1/2-40	0-2-3	17-18	18-1-15	18-2-24	..	..	25-2-36 (B Grade)	..	..
	..	..	25-2 1/2-30	(per hour)	15-16	17-1-19	..	..	..	..	..	..
24. Goods Inspectors	..	..	..	..	..	20-5/2-25	..	..	..	..	..	..
	400	..	..	..	..	400	160	275	..	..	..	50-4-65
	275	..	..	..	..	300	100-10/2-120	250	..	..	..	..
	225	..	..	..	..	280	(Transit Inspectors).	225	..	..	..	80-6-110
..	160	..	..	..	..	140	(Designated as Goods Supervisor).	..	..	..	..	..

*Called Reweightment Inspectors.

TABLE XIV—contd.

Occupation.	G. I. P. (Rs.)	B. N. (Rs.)	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. & A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State. (Rs.)	Gadwar Baroda State. (Rs.)	Scindia State. (Rs.)	Junagadh State. (Rs.)
25. Language Inspectors.	180	..	..	..	..	180	200	..	..	..	..	..
26. Parcel clerks (including Head Parcel clerks).	160 60 30-4-50	100 75 30-4-60	100 65-5/2-85 44-4/2-60	.. .. ..	180 100-10/2-120 100-10/2-120	100-10/2-120 65-5/2-85 30-3-45-5-60 30-2-40	180 160 140	110 100 ..	.. .. ..	120-10/2-150 60-5/2-90 45-5/2-60	25	25-2-35
..	..	..	25-1 1/2-40	..	..	..	100-10/2-120	..	..	30-5/2-45	..	..
..	..	..	25-1 1/2-32 1/2	..	..	..	65-5/2-8 (for Parcel clerks). 30-50-5/2-60	..	..	25-5/2-40	..	..
27. Looking and Coaching clerks (including the Head).	80 70 60	130 100 75	100 65-5/2-85 44-4/2-60	.. .. ..	140 100-10/2-120 120 65-5/2-85	180 100-10/2-120 130 65-5/2-85	76-3-91 180 160 140	.. .. ..	.. .. ..	Same as those of parcel clerks.	25	50-4-65 35-3-50 25-2-35
..	..	..	25-1 1/2-40	..	..	30-3-45-5-60 5-60	65-5/2-85 (for parcel clerks). 30-5-50-5/2-60	..	..	..	..	..
..	..	..	25-1 1/2-32 1/2	..	..	..	..	..	..	..	..	..
28. Tally Clerks (including Head Tally Clerks).	80 70 60	.. .. ..	.. .. ..	.. .. ..	16-4-36 (Tally clerks).	20-1-28 (Tally clerks).	65-5/2-85 30-5-50-5/2-60 30-5-50-21-1 1/2-30 (Tally clerks).	.. .. ..	.. .. ..	.. .. ..	.. .. ..	.. .. ..
29. Goods Clerks.	100 80 70	100 75 ..	100 65-5/2-85 44-4/2-60	120-5-140	100-10/2-120 65-5/2-85 30-3-45-5-60	100-10/2-120 65-5/2-85 30-3-45-5-60	200 (Fixed) 160 100-10/2-120	76-3-91 57 1/2-2 1/2-75 42 1/2-2 1/2-80	.. .. ..	Same grade as those of parcel clerks.	30	50-4-65 35-3-50 25-2-35
..	..	..	25-1 1/2-40	..	30-3-45	..	65-5/2-85	30-2-40	..	..	..	..
..	..	..	25-1 1/2-32 1/2	..	..	..	30-5-40-5-60 E. B. 5-50-6/2-60	..	..	..	..	..

TABLE XIV—concl.

Occupation.	G. I. P. (Rs.)	B. N. Rs.	S. I. R. (Rs.)	B. P. T. (Rs.)	E. I. R. (Rs.)	B. and A. (Rs.)	N. W. R. (Rs.)	M. S. M. (Rs.)	Mysore State (Rs.)	Gadwar Baroda State (Rs.)	Scindia State. (Rs.)	Junagadh State. (Rs.)
36. Sweepers	.. 12 to 21 in 4 grades.	10-1-15	12-1-15	..	12-1-17	12-1-17	17-2-23	13-1-16	..	12-1-13	10	12-14
	12-22 in 4 grades.	12-1-17	12	..	12-1-15	12-1-14	14-1-17	..	..	..	..	3-10
37. Lampmen	..	..	..	..	..	10-1-16	..	..	..	..	..	..
	22-1-23	17 Maximum	12-1-15	..	14-1-19	13-1-18	17-2-23	13-1-16	14-1-15	12-1-13	..	15-16
	15-1-18	..	..	..	12-1-17	12-1-17	15-1-19	..	..	..	..	..
	13-1-17	..	..	..	..	..	..	..	..	..	..	..
	12-1-15	..	..	..	..	..	..	..	..	..	..	..
	11-1-15	..	..	..	..	..	..	..	..	..	..	..
38. Pointsmen	.. 20-1-26	18 Maximum	15-1-13	..	14-1-19	12-1-17	17-2-23	16-1-18	15-1-18	13-1-15	10-14	13-15
	18-1-23	..	12-1-15	..	12-1-17	..	16-1-20	13-1-16	14-1-15	..	..	12-13
	16-1-20	..	..	..	..	..	16-1-19	..	11-1-14	..	..	..
	14-1-19	..	..	..	..	..	..	..	..	..	..	..
	12-1-16	..	..	..	..	..	..	..	..	..	..	..
39. Gatemen	.. 18-1-21	16 Maximum	15-1-13	..	12-1-17	12-1-17	17-2-23	18-1-22	..	12-1-13	9	11
	15-1-17	..	12-1-15	..	12-1-15	11-1-14	15-1-19	13-1-16	..	..	..	..
	13-1-15	..	12 (fixed).	..	..	..	14-1-17	..	..	..	..	..
	..	..	12-1/2-14	..	..	..	..	..	..	..	..	..

Apart from the influences of local variations in the cost of living of workers and the rates of wages in other industries of the area, the scales of pay of Government servants in local offices have some bearing on the pay and prospects of the railway staff. This is indeed one of the causes for the wide disparities in the scales of pay of the staff on the railways under the Government of India and those of certain Indian States. Subject to these considerations, the general conclusions may be stated as follows :—

(1) On all the railways without any exception, inferior staff such as gangmen, mates, jamadars, etc., are paid miserably low wages. This is apparent not only from table XIV but also from the subsequent table which gives the highest and the lowest wage rates in respect of these categories as prevailing on Class I, Class II and Class III Railways that have replied to my questionnaire.

TABLE XV.

Showing the emoluments received by some of the inferior staff.

Class in which the railway falls.	Names of railways which pay the highest wages.	Scale of pay.	Names of railways which pay the lowest wages.	Scale of pay.
Gangmen.				
		(Rs.).		(Rs.)
Class I ..	G. I. P. ..	18— $\frac{1}{2}$ —23	S. I. R. ..	12— $\frac{1}{2}$ —14.
Class II ..	Jamnagar Dwarka ..	15—20	Barsi Light Railway ..	Annas 6 to As. 9 per day.
Class III ..	Dehri Rohtas ..	11— $\frac{1}{2}$ —15	Bengal Provincial Railway ..	8/8.
Keymen.				
Class I ..	G. I. P. ..	13 to 25	Bikaner State ..	Rs. 13 fixed.
Class II ..	Jamnagar Dwarka ..	20—25	Jaipur State ..	Rs. 13 fixed.
Class III ..	Mewar State ..	14— $1\frac{1}{3}$ —16	Bengal Provincial ..	Rs. 8/8
Mates.				
Class I ..	G. I. P. ..	16—34	S. I. R. ..	15— $\frac{1}{2}$ —18
Class II ..	Jamnagar Dwarka ..	25—30	Jaipur State ..	15— $\frac{1}{2}$ —17 $\frac{1}{2}$
Class III ..	Mewar State ..	17— $\frac{1}{2}$ —20	Bengal Provincial ..	Rs. 11 fixed.
Porters.				
Class I ..	G. I. P. ..	13—24	Jodhpur State ..	10—14
Class II ..	Saharanpur Shahdara (Delhi) ..	15— $1\frac{1}{3}$ —16	Jaipur State ..	10— $\frac{1}{2}$ —12
Class III ..	Scindia State ..	10—14	Bengal Provincial ..	Rs. 8
Lampmen.				
Class I ..	G. I. P. ..	11—28	Jodhpur State ..	10—14
Class II ..	Jamnagar Dwarka ..	15—20	Bhavnagar State ..	7—18
Class III ..	Mewar State ..	11— $1\frac{1}{3}$ —30	Bengal Provincial ..	Rs. 10/-
Jamadars.				
Class I ..	B. B. & C. I. ..	21—30	S. I. R. / ..	12—1—15— $\frac{1}{2}$ —18—25
Class II ..	Shahdara (Delhi) Saharanpur.	20— $2\frac{2}{3}$ —30	Jamnagar Dwarka & Gaekwar Baroda State.	15—20
Class III ..	Mewar State ..	17— $\frac{1}{2}$ —20	Cutch State ..	8—10

Pointsmen.

Class I	..	G. I. P.	..	14—26	..	Bikaner State..	..	11— ~~1~~ —13
Class II	..	Jamnagar Dwarka	..	15—25	..	Barsi & Jaipur	..	11—13
Class III	..	Cutch State	..	8—16	..	Bengal Provincial	..	8—10

Gate-men.

Class I	..	G. I. P.	..	11—23	..	Bikaner	..	10 and 12
Class II	..	Jamnagar Dwarka	..	15—20	..	Junagadh	..	11
Class III	..	Dehri Rohtas	..	11— ~~1~~ —15	..	Bengal Provincial	..	6—8

(2) Variations in the pay of certain categories of superior staff (Station Superintendents, etc.) are high because the duties and responsibilities of these officers are different on different railways, though their designations may be identical. They differ from Class I to Class II railways, and from Class II to Class III railways. The pay of a Station Superintendent in a large city station like Bombay on the G. I. P. Railway is necessarily higher than that of an officer of the same designation, say, at Junagadh on the Junagadh State Railway.

A detailed study of the scales of pay brings forth a number of important points, which are worth while examining in some detail :—

(1) The revisions of scales of pay since 1931 have been downward in most cases in respect of several categories of staff, and therefore contrary to the recommendations of the Royal Commission on Labour in India*, though the obvious justification for such reductions were the trade depression leading to a fall in the earnings of railways and the general fall in the prices of commodities. The figures of 10 to 15 per cent. may be looked upon as a possible guide to such reductions.† On the East Indian Railway, it was found that the ultimate savings anticipated when the revised scales of pay were fully in operation worked out to 14 per cent. in the case of the subordinate staff and to 4 per cent. in the case of the other staff.† In this connection it is instructive to review the discussion between the Railway Board and the All-India Railway-men's Federation at the twelfth half-yearly meeting held in July 1936 :—

“ As regards this question of new scales of pay, the Federation stated that they had already made a protest that the enquiry preceding the announcements of new scales of pay was made without consultation with the Federation and further that they were given no opportunities to make suggestions or make representations or submissions and also that when they first complained in one of the half-yearly meetings they were told that if there was any particular case in which the Federation could prove that it was wrongly done, they would be heard..... The Chief Commissioner pointed out that the new scales of pay affected only new recruits, that is, those who were appointed after a certain date and who were recruited temporarily on the old scales of pay. The Federation contended that such men were never informed at all

*“ We appreciate the difficulties caused by the present depression in trade and realise that the extent and rate of the desired improvement are conditioned by the ability of the railway and the traffic to bear the additional expenditure required..... We recommend, therefore, that the claims of low-paid workers to improved wage standards should continue to receive careful consideration from the Railway Board and the administration concerned.” Report, p. 150.

† E.I.R. Agent's Circular No. 563/A.E.2581-1, dated the 4th July 1934 ; Explanatory Memorandum on the revision of the scales of pay for new entrants, p. iv.

as to what was exactly going to happen and that they were never told that the wages would be so low as at present introduced. The Chief Commissioner said that as he had explained before, if the Federation could produce anything to show that any particular scale of pay was unreasonably low, the Board would be prepared to consider that scale of pay. The Federation said that they were going to suggest a court of enquiry whether the Board were at all right and complained that they had not been supplied with a copy of the report of the officer who investigated the reduction of the scale of pay".*

(2) In the fight for economy of expenditure, the railway administrations have also introduced varying scales of minimum and maximum pay as well as rates of increment in respect of workers belonging, for all practical purposes, to one and the same category, classified as unskilled, as can be seen from the following few illustrations :—

TABLE XVI.

				S. I. R. Rs.	B. N. R. Rs.	E. I. R. Rs.
Keymen	..	..	..	13—1/2—15	23	13—1—18
Gang coolies	..	..	..	12—1/2—14	10/8—17	11—1/2—17
Trolleyman	..	..	..	10—1/2—14	12—1/2—14	12—1—17

It is difficult to understand whether differences in the nature of work warrant such minute distinctions in wages particularly in the case of workers classified as 'unskilled'.

(3) Another instance of stretching the net of economy too far is the case of introducing varying scales of maxima and minima in respect of the same class of workers in different departments in one and the same locality or in different local areas of the same railway. For example, at Kharagpur on the B. N. Railway, the scales of pay, as stated by the local union, for sweepers employed under the station committee are Rs. 11—1/2—16 for men and Rs. 10—1/2—14 for women. On the other hand, sweepers under the traffic department are given a uniform scale of Rs. 12—1/2—17 both for men and women, while carriage sweepers are paid a fixed salary of Rs. 15/- only. On the same railway, the wages for gangmen differ from one locality to another—the variation being only a rupee or two.

There are similar variations in wages for gangmen on the B. B. & C. I. Railway as shown in the following statement :—

TABLE XVII.

Place.	Wages per month.						
							Rs.
Cawnpore	..	..	..	..	..	..	14
Anand	..	..	..	..	..	..	17
Dohad	..	..	..	..	..	..	15/12/-
Phulera	..	..	..	..	..	..	13/8/-
Bandikui	..	..	..	..	..	..	13/8/-
Ujjain	..	..	..	..	..	..	15/12/-
Agra	..	..	..	..	..	..	14/-
Kasgunj	..	..	..	..	..	..	13/8/-

The explanation given for such variation, namely that cost of living varies from one area to another, is unconvincing since the figures could not

* Amplified Report of the proceedings of the twelfth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, July 1936, page 7.

have been worked out with such exactitude for different places. At any rate, it is untenable at the present moment, when prices and cost of living are more or less the same over a fairly wide area.

The following passage giving details of a discussion on this subject between the Railway Board and the All-India Railwaymen's Federation throws much interesting sidelight on the question of wages of gangmen. "The Chief Commissioner pointed out that each area of a particular railway was about the size of a normal country and that one could not possibly standardise wages for the whole of India ; such a thing was possible in a country like Great Britain but not in a place like India where conditions of living and the cost of living varied enormously from place to place. The Federation said that it did not work quite fairly and pointed out that the East Indian Railway which operated in three provinces, the United Provinces, Bihar and Bengal, gave a uniform salary of Rs. 11, whereas the North Western Railway closely operating to the United Provinces started with Rs. 14 and contended that in the case of people living on the border-line on the East Indian Railway where the East Indian Railway terminated and the North Western Railway began, it could not be said that they had different standards of life. The Chief Commissioner said such anomalies were bound to exist and pointed out that new scales of pay were considerably higher than the scales of pay of gangmen about ten years ago and said that there had been a general increase, but since that time the cost of living had come down and added that after all pay must have some relation to the cost of living. The Federation asked if the Railway Board gave wages in relation to the cost of living to which the Chief Commissioner replied in the affirmative. The Federation said that they were prepared for an enquiry and that they would abide by it. The Chief Commissioner said that the Board were not prepared to have an enquiry."*

(4) There are also marked differences in the scales of pay of clerks in the different departments of the same railway administration in one and the same locality as can be seen from the following table :—

TABLE XVIII.

Showing scales of pay (in rupees per mensem) of clerks on the G. I. P. Railway.

Designation and grade.	General Manager's Office.	Cash Department.	Accounts Department.	Engineering Department.	Transport Department		Commercial Department.	Mechanical Department.
					Traffic branch.	Head & Divisional offices.		
Office Superintendent ..	400	..	..	350	..	350	350	..
Head Chief Clerk I ..	300	..	..	..	..	250	300	400
Do. II ..	..	..	..	..	..	..	250	300
Do. III ..	..	..	..	..	..	..	200	250
Do. IV ..	..	..	..	..	..	..	160	200
Clerks ..	200	140	100	300	120	300	120	160
	160	100	30—4—50	250	100	200	100	120
	120	..	E.B. 5—80	200	50—5—80	160	30—4—50	100
	100	30—4—50	..	160	..	120	E.B. 5—60	30—4—50
	30—4—50	E.B. 5—80	..	120	30—4—50	100	..	E.B. 5—80
	E.B. 5—80	..	..	100	..	30—4—50	..	..
	..	..	..	30—4—50	..	E.B. 5—80	..	..
	..	..	..	E.B. 5—80	..	..	..	..

* Amplified Report of the Proceedings of the 12th half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, July 1936, Page 8.

The All-India Railwaymen's Federation drew the attention of the Railway Board to this anomaly and the reply given by the Chief Commissioner of Railways shows that a careful examination of the classification of grades in relation to the work done is necessary in such cases.* There is, indeed, an indisputable case for fixing uniform scales of pay with regular time-scale increments in each grade for clerks in all departments. The following observations of the N. W. R. Accounts Staff Union are worth reproducing in this connection. "The nature of work of all clerical posts practically requires the same amount of intelligence. Whether it is checking of estimates, passing of bills, posting of ledgers and registers, preparation of financial statements and checking and accounting of Railway earnings, every one is expected to have a general knowledge of the Code Rules with particular reference to the rules bearing on the duties entrusted to an individual. The selection of a certain number of posts as distinguished from others, supposed to carry duties of greater importance and responsibility is therefore considered arbitrary."†

(5) On certain railways, no provision has been made for time-scale increments in the revised scales of pay in respect of several categories of staff. This means that a worker has to wait several years without any increment in his pay until a vacancy arises in a higher grade to which he could be promoted. The hardship is all the greater as the number of posts in the higher grades is limited. The following extract from the Amplified report of the twentieth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation is very instructive :—

"The Federation showed the Chief Commissioner a list giving details of certain staff who had been blocked on Rs. 60 for many years, especially in Divisional Offices on the N. W. Railway. The Chief Commissioner remarked that work must have some relation to the pay drawn and that so long as an employee holds a particular post which is considered to be worth Rs. 60/-, he could not be paid more than Rs. 60/- simply because he had been in that post for some time..... Their (the Federation's) submission was that something should be done in the case of those who had been blocked at the top of the scales and there were two ways of doing this. One was the amalgamation of some of the grades, that is, where the work done was identical, the grades should be amalgamated. The other way was to grant a special allowance to men who had put in a certain number of years' service on the maximum of their grades."‡

(6) As between one railway and another, there are disparities in scales of pay for workers in one and the same category of staff. Such disparities are due not so much to disparities in the cost of living in the different centres as to survivals from the old scales of pay introduced by each railway. Such disparities become very glaring indeed when, for example, there are significant differences in the starting salary, the scales of increment as well as the maximum pay of the clerks in the offices of the General Managers of the B. N., E. I., and B. & A. Railways, all of which are located in Calcutta. This remark is applicable to the scales of pay of several other important categories of staff such as Station Masters, Assistant Station Masters, Shunting Masters, Number Takers, etc., for which detailed data are given in table XIX :—

* Twentieth half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, 6th August 1941, p. 5.

† Eighteenth half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, November 1939, p. 32.

‡ Amplified Report of the twentieth half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, 6th August 1941, page 5.

TABLE XIX.

Showing differences in the scales of pay of clerks in the offices of the General Managers of the Bengal Nagpur, East Indian and Bengal Assam Railways.

B. N. R.	E. I. R.	B. & A.
Rs.	Rs.	Rs.
	260	230
	200	200
210	150	180
155	..	140
130	100—10/2—120	100—10/2—120
104	66—5/2—85	65—5/2—85
33—3—48—5—63 E.B.	30—3—45—5—60	30—3—45—5—60
65—5/2—88	93—4—109	

(7) Another important point in connection with the wages of railway workers is the conversion of the daily-rated staff as monthly-rated. The All-India Railwaymen's Federation pointed out that "daily rated staff had no stability of service and were likely to be the worst sufferers in case of post-war retrenchment. They urged that such staff should be brought on monthly rates of pay and given the same benefits as other employees. They stated that monthly-rated staff had certain additional privileges. It was also urged that they would gain four days' pay, if conversion at 30 times their daily rate, was agreed to. The Chief Commissioner stated that he could not accept the demand for increased wages, but if the Federation wanted daily-rated staff to be given the same privileges as monthly-rated, he would be prepared to consider it."*

(8) There is a considerable amount of heart-burning on the question of 'old' versus 'new' grades. It was emphasized by several workers that, when there was no difference in the nature of duties, the scales of pay should be equal.

Some problems of wages of railway servants.

(a) Principles of fixation of wage rates.

Broadly speaking, wages on railways are fixed with reference to (a) the category and the responsibility of the work performed, (b) the wages given by contiguous railways and other industrial undertakings, (c) local conditions in respect of cost of living and lastly (d) the supply of and demand for labour in general. On this last point, the North Western Railway remarked in its memorandum to the Royal Commission on Labour "that a concern which is run on a commercial basis and is expected to earn a reasonable return on the outlay invested is never slow to take full advantage of the principle of supply and demand. This, however, does not take into account another important feature, which now-a-days forms a chief plank in the struggle for the amelioration of labour conditions, *viz.*, the question of a living wage".†

* Amplified Report of the Twenty-Second Half-yearly Meeting between the Railway Board and the All-India Railwaymen's Federation—December 1943, page 6.

† Memorandum of the Railway Board to the Royal Commission on Labour, page 134.

This is indeed a frank statement and my analysis of the wages on different railways bears out its truth. It should be noted, however, that, as a result of the influence of progressive ideas, railways are becoming increasingly aware of the need for fixing the minimum wage. "The question of fixing or raising the minimum wage, however, does not admit by any means of a ready solution in view of the financial effects of any large scheme of revision on the price of production which in turn must have decisive influence on rates and fares. As the bulk of railway earnings come from third class passengers and the carriage of commodities which are essential to life, it is expedient to proceed with caution, remembering always that it is necessary to balance the interests of the railway worker and the railway user, both of whom belong approximately to the same strata of society."*

The case for a minimum wage legislation is very strong and this should go hand in hand with the bringing down of the present day top heavy administration. The following passage containing the report of a discussion between the Railway Board and the All-India Railwaymen's Federation shows the views of these two bodies on this question: "The Chief Commissioner referred to the steps which were already being taken by the Board in connection with the examination of reconstruction schemes relating to educational facilities, revision of scales, etc., and pointed out that the preparation of these schemes would naturally take time and that the war was not the time to make such sweeping changes in basic pay. In connection with the revision of the scales of pay, in particular, the Chief Commissioner remarked that it was no use introducing scales which, after a little time, would become unsuitable and would have to be changed again and stated that it would be better to effect the revision of scales on a firm basis. He explained further that the policy of Government was to meet the rise in prices by relief in cash and relief in kind without reference to the question of basic pay. He assured the Federation that the question was being considered and undertook to have examined immediately any particular anomalies regarding scales of pay, etc., if the Federation furnished the necessary particulars to the Board"†.

(b) Wages in relation to cost of living.

It does not seem necessary to enter into the controversy whether or not the wages of the low-paid staff bear any relationship to the cost of living at the present moment. The following extracts from the Amplified Report of the twenty-third half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation bring out fully some of the implications of the existing scales of pay in relation to the present standards and cost of living. "The Federation submitted that, even taking into account all the privileges enjoyed in the way of passes, medical assistance, quarters, leave, etc., by staff drawing pay up to Rs. 250 p.m. their scales of pay had all along been far short of a basic minimum wage. As compared with the scales obtaining in 1930, the scales of pay introduced for staff appointed after July 1931 were lower by from 10 per cent. to 100 per cent. (though the latter limit was not general) while the revision of the scales was effected without prior consultation with the Federation. The Federation contended that the revised scales of pay were based on the price levels of 1932 which, as reported by the International

*Memorandum of the Railway Board to the Royal Commission on Labour, page 135.

†Amplified Report of the Proceedings of the Twenty-Third Half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, September 1944, pages 2 and 3.

Labour Office, was the level of prices as they stood in the 16th Century. They submitted that the wholesale revision of the scales of pay based on the prices of 1932 was a miscalculation and has had severe repercussions on the staff whose present number was estimated to be 8,00,000. The Chief Commissioner pointed out that a large proportion of that number were drawing the pay they were drawing before 1932 because in the lower grades the revised scales were not generally adverse. The Federation admitted that a small percentage of staff was not affected, but observed that the bulk of the men were on scales based on the 1932 level of prices.”*

“The Federation next pointed out that the prices of commodities had become very high, the rise being more than five times the pre-war level as the Gregory Report had shown. They said that this rise in prices was weighing heavily on Railway employees who were not able to purchase quinine, rice, fuel, cloth, etc., the control prices of which had gone up by 1,300, 941, 900 and 600 per cent. respectively.”*

“The Federation then referred to what is known as the Philadelphia Charter adopted on the 29th April, 1944, which laid down that every human being in every country should be assured of food, raiment, housing, education and medical relief, and submitted that, owing to the abnormal rise in prices, the new scales of pay had become quite inadequate for the needs of staff and urged that the basic wages of 1931 should be doubled immediately and the pre-1931 wages should be brought to the level of that doubled amount. They further urged that if, after the wages had been doubled, it was found to be still inadequate for the maintenance of the railway employee and his family, a dearness allowance should be sanctioned to meet the deficiency. The Federation also referred to the recommendations made in the Rau and Gregory Committee Reports in support of their submission.”†

Changes in Basic Wages.

There have not been many important changes in the basic wages of railway employees since the outbreak of the present war. On all the State Railways the minimum pay of the lower subordinate staff has been raised with effect from 1st April 1944, the resulting minimum being not in excess of Rs. 40 per month.

Four Class III Railways report that scales of pay in respect of subordinate and inferior staff have been revised. On Martin's Light Railway the minimum pay of inferior staff has been raised from Rs. 12 to Rs. 15 p.m. for the Shahdara Saharanpur and Bengal Sections and from Rs. 11 to Rs. 14 for the Bihar Section. The Matheran Hill Light Railway also reports a considerable increase in wages, though without giving details.

Dearness Allowances.

On the recommendations made by the Court of Enquiry constituted by the Government of India under the Trade Disputes Act of 1929 to investigate the question of dearness allowance for railway employees, the Railway Board sanctioned the payment of dearness allowance with effect from 1-9-1940. Since

* Amplified Report of the Proceedings of the Twelfth Half-yearly Meeting between the Railway Board and the All-India Railwaymen's Federation, September 1944, pp. 1 and 2.

† Vide Amplified Report of the proceedings of the Twenty-Third Half-yearly meeting between the Railway Board and the All-India Railwaymen's Federation, September 1944, page 2.

then, the rates have been revised from time to time and the latest revision, as per notification No. E44 DA11 of the Railway Board, dated the 18th April 1945, provides for the payment of dearness allowance for non-gazetted staff on State Railways at the rate of 17-1/2 per cent. of their pay subject to the following minima :—

Zone	Pay per month	Allowance
X	Rs. 40 and above	Rs. 20 p.m.
	Below Rs. 40	Rs. 19 p.m.
A	Rs. 40 and above	Rs. 19 p. m.
	Below Rs. 40	Rs. 17 p. m.
B	Rs. 40 and above	Rs. 16 p.m.
	Below Rs. 40	Rs. 14 p. m.
C	Rs. 40 and above	Rs. 14 p.m.
	Below Rs. 40	Rs. 12 p. m.

(e) Whole time non-gazetted railway servants in Railway units (Defence of India Corps) will be eligible for an allowance of 10 per cent. of pay, subject to the following minima :—

*Zone	Allowances
X	Rs. 12 p.m.
A	Rs. 12 p.m.
B	Rs. 10/8 p.m.
C	Rs. 9 p.m.

The main contentions of the All-India Railwaymen's Federation with regard to these dearness allowances may be stated as follows :—

(1) The existing rates are inadequate to meet the increased cost of living in respect of all categories of staff. Those on Rs. 30 per mensem and below should be given full compensation " and the average cost of living index for Bombay, Cawnpore and Madras (should) be taken as the basis for settlement of dearness allowance on an all-India scale "†.

(2) The zonal system of granting relief should be abolished, as prices have gone up more or less on a uniform scale in all centres.

(3) The staff are obliged to buy several articles in the open market at enhanced prices as these are not available in the grain shops, and the " relief in kind " sanctioned by the Railway Board is inadequate. An increased cash allowance is therefore asked for.

(4) The staff enrolled in the Defence of India Corps (militarised units) should be given the same rate of dearness allowance as is given to the non-militarised units.

* (i) 'X' Area means the area comprising the Municipal Limits of Bombay, Calcutta and Cawnpore and such of their suburbs as have previously been included in 'A' area.

(ii) 'A' area means the area other than 'X' within the municipal limits of a city having a population of not less than 2,50,000 inhabitants according to the census of 1941 or an area specially so declared by the Governor-General-in-Council.

(iii) 'B' area means the area within the municipal limits of a town having a population of 50,000 or more but less than 2,50,000 inhabitants according to the census of 1941 or an area specially so declared by the Governor-General-in-Council.

(iv) 'C' areas means not included in (i), (ii) & (iii) above.

† Memorandum submitted by the All-India Railwaymen's Federation to the Railway Board. Amplified Report of the Twenty-Third Half-Yearly Meeting, September 1944 Appendix II, P. 1.

With regard to the third point, the Chief Commissioner of Railways explained "how many of the commodities were in actual short supply and how this would continue even if dearness allowances were increased. It was therefore preferable for railways to try and provide for the necessities of life than to give money. It was with this aim that the grainshop organisation was built up and, in order to compensate for the increased cost of articles not supplied, it was agreed that a 20 per cent. reduction should be made on the February 1943 prices"*.

With regard to the grant of increased allowances to the militarised units, the Chief Commissioner pointed out that "they had been given an increase in the ration allowance by the army authorities and therefore the Railway Board decided not to give them the recent increase made in dearness allowance. Further, they were also permitted to deal in railway grainshops. There was therefore no case for a reconsideration of their claim"*.

Allowances for Running Staff.

The Railway Board† has also sanctioned with effect from 1st July the grant to running staff of the following increase in running allowances on State railways :—

Actual amount of Running Allowances earned in a month						Increase
(i)	Rs. 60 and under	..	..	..	..	.. 10 per cent.
(ii)	Rs. 61 and above	..	..	..	..	.. 6½ per cent. subject to a minimum of Rs. 6.

The amount of the additional allowance admissible under these orders is treated as a compensatory allowance.

Special Local Allowances.

Four Class I Railways report the payment of special local allowances for their staff. The B.B. & C.I. Railway pays a special local allowance to their subordinate staff working from Bombay to *Khar*; a house rent allowance to staff at Ahmedabad and Bombay to compensate for the increased charges for house rent; a washing allowance to inferior staff and 'shoe allowance' to the Watch and Ward staff. On the E.I. Railway, the office subordinate staff employed in Calcutta, Howrah and Lilooah are paid a local allowance at 10 per cent. of their pay, subject to a reduction by 10 per cent. if the amount exceeds Rs. 10. Inferior servants other than workshop employees get zone allowances in certain areas varying from Re. 1 to Rs. 3 p.m. in addition to their pay. (Subordinate and inferior staff and workshop labourers employed within the militarized area get an additional military compensatory allowance of 25 per cent. of their pay plus a ration allowance varying from 4 annas to Rs. 1½/- per diem. The South Indian Railway pays a war bonus of 25 per cent. of pay to the officers and the crew of the Railway steamers. The staff whose headquarters are the Nilgiri Hills and the Willingdon Island are also paid 25 per cent. of their pay as Hill allowance and Island allowance respectively. The G.I.P. pays a special local allowance at 5 per cent. of pay to the staff stationed in the Island of Bombay who are in receipt of pay exceeding Rs. 200 p.m.

* Amplified Report of the Twenty-Second Half-yearly Meeting between the Railway Board and the All-India Railwaymen's Federation, December 1943, p. 4.

† Letter No. E44AL1-1/2, dated the 3rd August 1944, of the Railway Board.

A few company-managed railways like the Barsi Light and the four railways under the management of Messrs. McLeod & Co., pay dearness allowances as per scales prescribed by the Railway Board.

Among the Class III Railways, the Dehri Rohtas pays a flat rate of Rs. 9 p.m. and the Jagadhri Light Railway pays Rs. 4 p.m. to Rs. 25 p.m. The Matheran Light Railway pays dearness allowance as a percentage of the pay of its staff; 25 per cent. to those who draw upto Rs. 25, 15 per cent. to those who draw from Rs. 25 to Rs. 50 and 10 per cent. to those who draw from Rs. 51 to Rs. 200. The Bombay Port Trust Railway pays a uniform rate of 10 per cent. (with a minimum of Rs. 16) to those who draw upto Rs. 500 p.m. The Martin's Light Railway pays dearness allowance at different rates in different areas ranging between Rs. 5 and Rs. 18.

In addition to these dearness allowances, certain railways supply grain at concessional rates or pay a rebate on grain purchased from the railway grain shop. The grain is supplied by the Bombay Port Trust Railway at concessional rates to the extent of approximately Rs. 2|8|- per person per month or Rs. 10 per month for an average family of 4. McLeod & Company also report the supply of grain at concessional rates.

Overtime.

The following table gives the average overtime earnings per head in October 1944, for some categories of staff in the Lahore Division of the North Western Railway :—

TABLE XX.

Grade		Scales of pay Rs.		Average overtime per man.	
I Guards	..	..	Grade I 30—1—35 Old	Rs. 24/14/-	
			30—1—35 New		
			.. II 40—3—52—4—60—68 Old ..	Rs. 47/7/-	
			30—5—50—5/2—60 New		
			.. III 75—5—105—10—115 Old ..	Rs. 73/9/-	
			100—10/2—120 New		
			.. IV 125—10—185—200—210 Old	Rs. 143/5/-	
			(Diminishing grade)		
II Drivers	..	..	I 31—3—46—5—51—5/2—61—7/2—68	} Combined Rs. 76/-	
			Old		
			30—5—50—5/2—60 New		
			.. II 38—3—50—5—60—5/2—75 Old		
			30—5—50—5/2—60 New		
			.. III 115—10—175—5/2—180 Old	Rs. 254/7/-	
			Rs. 140/- fixed New		
			.. IV 140—10—220—10/2—230 Old	Rs. 467/8/-	
			(Diminishing grade)		
III Firemen	..	..	I -/8/6 -/-/6 -/10/- -/1/- -/11/ per day Old	} Combined Rs. 22/-	
			Rs. 18-2-24.		
			.. II -/11/- -/-/6 -/12/- -/1/- -/14/- per day Old		
			Rs. 18—2—24		
			.. III 60—10—80 Old	Rs. 159/10/-	
			40—5—50—5/2—60 New		
			.. IV 80—10—100	Rs. 111/5/-	
			(Diminishing grade)		
IV Divisional Inspectors of	..	..	V 200—10—250 Old	Rs. 81/4/-	
S.T. Es. & T. T. Es.			200 fixed New		
T.T. Es. (Grade II, old scale Diminishing grade).			100—10—180	Rs. 62/8/-	
S.T. Es., Grade III	..	..	105—5—140 Old	} Rs. 43/12/-	
			100—10/2—120 New		
Grade II			66—4—90 Old		
			65—5/2—85 New		
T. T. Es. Grade I	..	..	50—5—95		
Diminishing grade)					

It is apparent that overtime earnings in the case of some workers are sometimes as high as the basic wages or even more, indicating a state of affairs which is not at all desirable. This may also show that overtime has become a rule rather than an exception, partly because of the scarcity of trained hands due to war. Overtime is generally not compulsory except when an urgent work is to be done or when staff are unable to be relieved of their duty at the appointed time due to circumstances beyond control. All State railways maintain registers for recording overtime. These are available for inspection by the employees.

The Martin's Light Railway and the Junagadh State Railway report that overtime is not compulsory, but, if worked, payment is made at ordinary rates and their staff are provided with facilities for inspecting the pay sheets wherein these entries are made. On the Gaekwar's Baroda State Railway, no separate registers are maintained as overtime is worked only rarely. On the Bhavnagar State Railway, overtime registers are not, as a rule, open for inspection by workers.

Deductions.

The replies received from the different railway administrations state that only authorised deductions are made, i.e., deductions for fines, provident fund, recovery of loans, dues to railway institutes, house rent, water and electric charges, etc.

Fines.

Fines are imposed as a disciplinary measure subject to the provisions of Payment of Wages Act. The B.B. & C.I. Railway report that fines are not levied on their clerical staff.

The fine fund is utilised for the welfare of the staff on all railways. On all the State railways the fines are credited to the Staff Benefit Fund, out of which grants are made for the following purposes :—

- (i) education of the staff and their children,
- (ii) recreation and amusement for the staff and their children,
- (iii) sickness and maternity benefit for the families of the staff, and
- (iv) relief of distress among the members or ex-members of the staff or their families not provided for under the regulations in force on the railways.

The following table gives details of the fine fund on some of the railways which have furnished this information :—

TABLE XXI.
Details of Fine Fund.

Name of the railway	Date	Total Fund.		
		Rs.	A.	P.
Martin's Light	31-3-44	4,776	0	2
Jagadhri Light .. .. .	.. .. .	6	6	6
East Indian	31-3-44	4,28,973	0	0
Burdwan Katwa .. .. .	.. .. .	2,524	13	0
Ahmednagar Katwa .. .. .	.. .. .	1,199	8	0
Bankura Damoder River .. .. .	.. .. .	2,260	7	0
Kalighat Falta .. .. .	.. .. .	951	9	8

Wage Period.

The wage period on all railways is the calendar month and wages are generally paid within 7 to 10 days from the close of the wage period. There are, however, a few exceptions. On the Oudh and Tirhut Railway, for example, station and traffic relieving staff and the *hamals* are paid between

the 16th and the 26th of the following month. So far as payment to the employees on the lines is concerned, ordinarily cashiers or pay clerks are sent to different centres. On the G.I.P. Railway, pay clerks are stationed at different divisional centres on the line. Payments to illiterate persons are made in the presence of responsible officials, departmental heads or subordinate supervisory staff and thumb impressions are taken after they are satisfied that they have been paid their wages correctly.

Provident fund.

Though all the railways (except the Jagadhri) have provident fund schemes, details required for the present enquiry have been furnished only by a few. Provident fund, as a rule, is restricted to employees with a certain minimum period of service and to those who draw a pay over and above a certain minimum per month (Rs. 15 on the South India Railway). The Barsi Light Railway, the Bhavnagar State Railway and the Bombay Port Trust Railway give the percentages of workers benefited (i.e., 43, 19 and 69 respectively) by the provident fund scheme.

The rate of contribution on the majority of railways is 1/12th of the salary of the worker. On Barsi Light Railway there are three different rates—1/12th, 1/16th or 1/32nd according to the amount of salary drawn. On the Gaekwar of Baroda State Railway, it is 1/12th of the basic salary for the month. The Employers' contribution in all cases is an equal amount. On the State railways there is provision for special contribution by the management in special cases such as the abolition of a post, premature retirement due to illness or injury while on duty, etc. (as per rules of Chapter XIII of State Railway Establishment Code, Vol. 1, pp. 126—128). The rate of interest in respect of the provident fund on State Railways is determined for each, according to the method of calculation prescribed from time to time by the Governor-General-in-Council*. Contract labour is not eligible for provident fund benefits on any of the railways.

Gratuities.

On the railways under the management of the Government of India, gratuity is paid at the discretion of the general managers to permanent, non-pensionable employees who are not subscribers to the State Railway Provident Fund for "good, efficient, and faithful service"†. —

- (1) on completion of 30 years' service.
 - (2) on retirement at the age of 55 with 15 years' service,
 - (3) on retirement or resignation after 15 years' service on grounds considered sufficient by the administration,
 - (4) on retirement within less than 15 years' service on account of permanent physical or mental incapacity or retrenchment of establishment and in case of death during service.
- On the East Indian Railway, gratuities are payable even to the employees of contractors according to the replies of the Administration. The railways in Indian States have their own rules in respect of the grant of gratuities.

Pensions.

The Dholpur and the Scindia Railways have their own State pension schemes. There are no pension schemes on other railways which have replied.

* Vide State Railway Establishment Code, Vol. I, para. 1320, page 130.

† For details, refer to State Railway Establishment Code, Vol. I, Chapter XV, pp. 146—151.

CHAPTER VI.—WELFARE ACTIVITIES.

Welfare activities for railway employees may be treated under the following headings : Medical aid, education, recreation and amusements, grain shops, passes and uniforms.

(1) Medical Aid.

“ The preservation of the health of the staff and the prevention of epidemic diseases in railway settlements have a very important bearing on the efficient and economic working of railways, and, apart from the humanitarian aspect of the question, an efficient medical organisation is of direct financial interest to railway administrations. The question of the adequacy of medical and sanitary arrangements on railways has accordingly engaged the attention of the Railway Board since 1924 ”. This statement was made by the Railway Board in the Memorandum that they submitted to the Royal Labour Commission in 1930. It is as true of railways as of any other commercial and industrial organisation. Generally speaking, all Class I railways in British India have a medical branch under the control of the Chief Medical and Health Officer with a Divisional or District Medical Officer in each of the Divisions or Districts, helped by assistant medical officers, assistant surgeons and sub-assistant surgeons.

Except the sub-assistant surgeons, who are medical licentiates, all other medical personnel are required to have a minimum qualification of Degree in medicine of an Indian or a foreign university. There are facilities for indoor and outdoor treatment. Workers and their dependants are treated free of charge, though diet charges are realised if they are indoor patients in receipt of income above a certain specified minimum. Indigent cases are treated free.

On some of the railways owned by Indian States, like the Jamnagar Dwarka Railway, major cases are sent to the State hospitals and road-side stations are served by visiting doctors from the headquarters. The Gaekwar of Baroda State Railway mentions 4 dispensaries in addition to nurses and midwives who are required to move on the line. The Jodhpur Railway maintains 4 dispensaries and hospitals. The Bombay Port Trust Railway maintains 6 dispensaries but serious cases are sent to the public hospitals in the city. The Mathern Light Railway provides free medical assistance and medicine.

Table XXII gives details of cases treated in the Bombay hospital of the G.I.P. Railway for the year 1943-44. An analysis of the data of cases treated between 1941 and 1944 at the Madras Egmore Railway Hospital of the South Indian Railway (Table XXIII) shows that there has been a fairly steady increase in the number of medical cases, particularly infectious, in the rainy months of October, November and December. The observations of the Medical Officer in charge of this hospital are well worth reproducing in this connection :—

“ Since September 1943, there has been marked increase of influenza, bacillary-dysentery, pyrexia, scabies and gastro-intestinal diseases. These are partly due to low vitality, want of resisting power to infection, bad food and insufficient in-take of vitamins and partly due to living in crowded rooms. The total number of days off duty inclusive of transfer cases from other dispensaries is 10,460 whereas it was only 8,787 days last year ”.

TABLE XXII.

Giving details of cases treated in the Bombay Railway Hospital of the G.I.P. Railway in 1943-44.

Diseases	Employees		Families		Total
	Out-door	Indoor	Out-door	Indoor	
Dysentery	470	66	113	1	650
Venereal diseases	362	36	34	..	432
Malaria	1,283	154	88	..	4,624
Other fevers	2,168	166	759	6	
T. B. Lungs	90	101	9	..	200
Other T. B. diseases	42	24	11	..	77
Injuries	1,516	361	208	3	2,088
Total	5,931	908	1,222	10	8,071

TABLE XXIII.

Showing number of cases treated in the Railway hospital at Madras (Egmore) from 1940-41 to 1943-44.

Year	Medical					Surgical			
	Infec- tious diseases.	General diseases	Gastro- intestinal diseases.	Local.	Total	Surgical Operation			Total of all cases.
						Major	Minor	Total	
1940-41 ..	554	6	479	100	1,139	..	25	25	1,164
1941-42 ..	591	7	566	96	1,260	..	19	19	1,279
1942-43 ..	540	11	531	87	1,169	..	11	11	1,180
1943-44 ..	704	12	573	97	1,386	..	12	12	1,398

Though the railway administrations spend considerable amounts of money on medical aid, several complaints were made by workers and their unions with regard to the inadequacy and the inefficiency of the existing service. These may be summarised briefly as follows :—

(1) The chief medical officers of the hospitals are overburdened with administrative duties so much so that they have very little time for actual medical aid work. The other medical officers, as a rule, pay greater attention to Anglo-Indians or highly paid Indian staff and the subordinate and inferior staff are, generally speaking, neglected, particularly when the sick are to be visited in their homes.

(2) The supply of medicines is inadequate and in recent years the quality has also deteriorated to a considerable extent.

(3) There are no lady doctors in many of the railway hospitals and maternity aid is alleged to be inadequate.

(4) It is alleged by several workers that there is a considerable amount of corruption on the part of doctors in the matter of granting of certificates for obtaining medical leave.

There are no arrangements on the part of railway administrations for the treatment of tubercular patients. Dr. S. S. Banker, Chief Medical Officer of the B.B. & C.I. Railway, points out that tuberculosis is on the increase among railway employees and their families due to bad housing conditions, overcrowding and unhygienic habits. In a letter addressed to the General Manager, B.B. & C.I. Railway, in May 1944, he writes :—

“ The Railway accepts liability for medical treatment (indoor as well as outdoor) of its employees. When first appointed, all employees are put to medical tests to see if they suffer from any of the diseases likely to injure their health. If, during the course of their service, employees develop tuberculosis, it is upto the Railway to see that they get reasonably adequate treatment. Tuberculosis of the lungs and abdomen requires a line of treatment and accommodation which we are unable to provide in a railway hospital. For this reason we have to look for help from outside agencies ”.

There is a great scarcity of accommodation for tubercular patients and it is high time the Railway made satisfactory arrangements for their own employees and their families. The following note by Dr. Banker on the inadequacy of arrangements for the tubercular cases is well worth quoting :—

“ There are now 112 tuberculosis clinics and 66 tuberculosis hospitals and tuberculosis sanatoria in India with over 4,000 beds. Besides, there are 1,207 beds in general and isolation hospitals for tuberculosis patients and 737 beds for tuberculosis convicts in Jail Hospitals.

“ It is generally estimated that there ought to be as many beds available for tuberculosis patients as there are deaths from tuberculosis during the year. This is the standard laid down by the Health Organisation, League of Nations. At a rough estimate, there are 7,00,000 deaths a year from tuberculosis in India, so on that basis there ought to be 7,00,000 beds in hospitals or sanatoria for the treatment of tuberculosis whereas actually throughout the whole of India there are only 4,000 beds available for patients suffering from tuberculosis. This means that accommodation is only provided for 0.57 per cent. of the sufferers (roughly one in 200 of the patients is catered for) ”.

The treatment of afflicted patients alone will not solve the problem. A few preventive measures are also called for and satisfactory arrangements must consequently be made* :—

- (1) “ for the weeding out of early tuberculosis cases,
- (2) “ to give advice and carry out post-sanatorium treatment at the patients' homes, and
- (3) “ to instruct people in the art of healthy living ”.

Education.

Several railway administrations provide educational facilities for the children of their employees. Apart from maintaining their own schools, the railways grant scholarships and boardships in certain cases. The following details concerning educational facilities on certain railways which have replied to my questionnaire will be of interest :—

The Bengal Nagpur Railway maintains 8 schools for European children and 26 schools for Indian children ; the total number of pupils in the two types of schools in 1944 was 900 and 6,200 respectively. The schools are maintained by fees, grants from local governments and contributions from the Staff Benefit Fund. The share of the railway in the cost of maintenance of

* Quoted from Dr Banker's letter No. G/42/7772 of 25-5-1944 addressed to General Manager, B. B. & C. I. Railway.

these institutions is about two-thirds. The fees vary from annas four per month in the infant class to Rs. 3/8 per month in the High School classes. The railway also gives a grant-in-aid to outside schools which are attended by children of the railway employees and assists 232 children who are being educated in hill schools.

The East Indian Railway maintains five Indian High English Schools, six Middle English Schools, 16 Anglo-Indian and European Primary Schools, 2 Lower Primary Schools and one Boarding Hill School imparting education upto Senior Cambridge standard. The number of students in 1944 in these five categories of institutions was 1,535, 755, 473, 156 and 395 respectively. The total cost of maintaining the boarding hill school in 1944 was Rs. 2,15,000 while the cost of maintaining all the other schools was Rs. 1,60,000. Financial assistance amounting to Rs. 50,000 per year is also granted in accordance with the Education Assistance Rules to employees who are compelled to send their children to a boarding school away from the station at which they are posted. Reduction in school fees in non-railway schools is also given upto Rs. 4,000 per year. Indian adults in big running sheds are educated on all the divisions at a total cost of Rs. 10,000 per year.

The number of schools maintained by the B.B. & C.I. Railway and the net cost to the administration in 1944 is given in the following table :—

TABLE XXIV.

Serial No.	Type of Schools	Number of institutions	Number of teachers	Number of pupils	Net cost (Rs.)
1	Indian High School	1	21	450	12,033
2	Anglo-Vernacular Schools	6	67	1,269	55,305
3	Primary Schools	4	21	500	
4	Girls Primary Schools	4	22	325	12,692
5	Anglo-Indian European primary schools		31	435	35,521
					1,15,551*

On the G.I.P. Railway there are 9 primary schools, the total number of students attending them being 650. Grants-in-aid are paid to certain schools situated at stations where no educational facilities exist. The South Indian Railway maintains one middle school for the children of Indian employees and two middle schools for Anglo-Indian and European children. It gives also a number of boarderships and scholarships.

The general feeling among Indian workers on the majority of these Federal Railways is that Anglo-Indian children are given preferential treatment in the matter of educational facilities. This is borne out by the following figures supplied by the Hon'ble Member for Railways in his replies to the questions asked on the floor of the Central Legislature :—

“ On the Bengal and Assam Railway, the amount spent on the education of European children from April 1941 to January 1942 was Rs. 40,164, and on the education of Indian children for the same period was Rs. 27,197. The number of European (including Anglo-Indian) and Indian employees on the railway was 965 and 71,558 respectively ”†.

* Excludes the payment of dearness allowance of Rs. 27,149.

† Legislative Assembly Debates, Vol. III, No. 1, 14th September 1942.

" On the North Western Railway, the amount spent on the education of Indian and European (including Anglo-Indian) children during 1937-38 was Rs. 8,679 and Rs. 1,50,731 respectively ".*

There does not appear to be any reason for showing such preferential treatment for the children of Anglo-Indian and European employees. The following passage from the Legislative Assembly Debates is worth reproducing in this connection :—

Mr. K. Santhanam : " May I know whether the Hon'ble Member is aware that, under the Government of India Act, there are special provisions for providing adequate educational facilities for Anglo-Indians and Europeans by the Provincial Governments ? "

The Hon'ble Sir Thomas Stewart : " I am aware of that ".

Mr. K. Santhanam : " In view of these provisions, will the Hon'ble Member consider the desirability of eliminating this extra expenditure from the railway revenues ? "†

The North Western Railway provides grants-in-aid from the Staff Benefits Fund for educational purposes.

Among the railways owned by Indian States, the Mewar State Railway maintains 3 primary schools. The Bhavnagar State Railway runs 4 primary schools of which one is a girls school, one a boys' school and two mixed schools. Grant-in-aid is given to three other schools. The Jodhpur State Railway runs three schools and rules for educational assistance are reported to be under preparation. The Jamnagar Dwarka, the Dholpur, and the Mysore State Railways do not maintain any separate schools. The Mysore State Railway, however, gives financial assistance in deserving cases from the Staff Benefit Fund.

Among other railways, the Barsi Light Railway maintains 2 schools. The Bombay Port Trust Railway runs three primary schools, wherein the average daily attendance is 310. This railway also conducts post-literacy classes, wherein the average daily attendance is 303.

Recreation and amusements.

Realising the value of healthy recreation, several railways have provided facilities for sports tournaments, cinema performances, etc. Their activities in this field are conspicuous by the existence of clubs and sports grounds in all important centres. The following table shows the number of institutes and clubs on some of the railways, which have replied to my questionnaire :—

TABLE XXV.

Railways	Institutes	Clubs	Remarks.
1. Bengal Nagpur	39	Yes	Run by managing committee of employees.
2. East Indian	65	33	Equipped with reading rooms, radio sets, cinema apparatus, etc.
3. South Indian	35	Yes	Radio sets are provided, facilities for indoor and out-door games are also available.

* Legislative Assembly Debates, Vol. III, 14th March to 28th March 1939, pages 2915 and 2916.

† Legislative Assembly Debates, Vol. III, 14th March to 28th March 1939, page 2916.

Railways	Institutes	Clubs	Remarks
4. Jodhpur	..	7	A sum of Rs. 5,500 is given every year for games, books and newspapers. Managed by the Railway.
5. Great Indian Peninsula ..	73	..	Gramaphones, Radios and indoor games are provided out of the grants from the Staff Benefit Fund. Sports Committees function at all the divisional headquarters for outdoor games.
6. Barsi Light	2	1	
7. Bhavnagar	..	1	Library attached.
8. Gaekwar of Baroda	3	..	—
9. Junagadh	1	..	—
10. Bombay Port Trust	1	..	Also a welfare centre.
11. Mewar	1	..	—
12. Macleod	..	..	—

Table XXVI gives an analysis of expenditure incurred by a few representative Indian and European Institutes on the B.N., G.I.P. and E.I. Railways. The data show that the European Institutes spend large amounts of money on bar, sports and entertainment. Table XXVII gives an analysis of expenditure per member of 3 European, 3 Indian and 2 joint Institutes on the B.N. Railway. These figures also show clearly that the European Institutes are more popular than the Indian ones.

The Service agreement provides that all categories of staff both at the headquarters and on the out-stations should compulsorily subscribe to the funds of the institutes. The All-India Railwaymen's Federation urged at its 18th half-yearly meeting with the Railway Board that the out-station staff and those drawing Rs. 50 and below should be exempted from the payment of subscriptions to these institutes as they are not able to avail themselves of the facilities. "The Chief Commissioner drew the attention of the Federation to the demand for the establishment of Institutes made in the Legislative Assembly and to the fact that considerable amount of money had been spent by railway administrations in providing Railway Institutes and that when such sums had been spent, Government were entitled to ask the staff to support them* ". Whatever be the financial implications of the institutes, there is no denying that on several railways, as pointed out by the E.I.R. Employees' Association, "in a large number of cases, these institutes are more or less exclusively used by the higher paid staff, so that the lower paid staff make very little or no use at all of these facilities. It, therefore, appears necessary that some other form of benefit should be specially provided for the inferior staff ".

* Amplified Report of the Proceedings of the 18th half-yearly meeting between the Railway Board and the All India Railwaymen's Federation, November 1939, p. 8.

TABLE XXVI.

Showing per capita expenditure in rupees of 3 European, 3 Indian and 2 joint Institutes on the Nagal Nagpur Railway.

	EUROPEAN.			INDIAN.			JOINT.	
	Kharagpur.	Garden Reach.	Jharsuguda	Kharagpur.	Gondia.	Tiftlagarh	Kant & Banji	Anara.
Establishment	35.69	43.86	65.3	8.2	6.9	5.2	0.4	19.4
Bar	134.83	44.1	..	..	..	..	..	..
Sports	0.47	7.7	2.7	1.1	0.2	0.7	0.3	1.7
Library	0.93	0.1	9.2	1.8	2.6	4.9	2.4	2.8
Entertainment, Music and Dance ..	86.88	23.9	0.4	0.1	0.31	2.1	1.5	0.6
Miscellaneous	38.21	3.7	1.9	0.2	..	..	0.4	14.2
Total Expenditure	297.01	123.3	79.8	11.8	9.0	12.9	87.0	38.7
Number of members	623	88	12	2,132	225	75	167	142

TABLE XXVII.

*Showing analysis of expenditure in rupees incurred by Institutes on the B.N.,
G.I.P., and E. I. Railways.*

					BENGAL NAGPUR RAILWAY.								GREAT INDIAN PENINSULA RAILWAY.						EAST INDIAN RAILWAY.									
					EUROPEAN.			INDIAN.			JOINT.		EUROPEAN.			INDIAN.			EUROPEAN.				INDIAN.					
					per.	Reach.	guda.	par.	41.	Tilla-gadh.	Kanta-vanga.	Anara.	Itarsi.	Bhusa-wal.	Parl.	Itarsi.	Kalyan.	Lona-wala.	Lilloah.	Jamal-pur.	Bareil-ly.	Moroda-bad.	Kieul.	Tata-nagar.	Burd-wan.	Lilloah.	Rampa-shap.	Gornoll.
Establishment	..	..	..	22,234	3,869	784	17,431	1,328	391	685	2,757	1,338	1,898	10,211	949	2,470	1,740	28,924	5,242	2,210	13,707	373	771	665	1,933	581	636	
Bar	..	..	..	83,998	3,877	..	..	..	..	..	..	..	..	..	..	..	..	19,398	..	..	..	..	..	..	..	..	..	
Sports	..	..	..	291	678	32	2,333	41	55	56	235	..	14,936	1,334	323	503	882	2,341	193	..	15	..	..	..	41	..	..	
Library	..	..	..	579	7	110	3,812	581	365	390	591	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..		
Entertainment, Music and Dance	..	..	..	51,129	2,162	5	153	72	159	249	85	..	..	..	..	..	..	1,819	21,684	290	436	..	346	..	..	157	182	
Miscellaneous	..	..	..	55,903	328	23	491	..	..	67	2,025	..	1,517	2,248	257	2,041	227	3	384	..	..	..	..	..	..	..	..	
Total	..	..	..	185,004	10,872	954	24,220	2,022	970	1,453	5,493	1,338	18,381	13,793	1,529	6,014	2,849	33,087	46,899	2,500	14,158	373	1,117	665	2,744	738	838	

Grain Shops.

Owing to the enormous increase in the price of food grains and other stores and the general scarcity of these commodities, the railways have set up grain shops, both stationary and mobile. "The East Indian and Great Indian Peninsular Railways were the first to make arrangements for such shops* and by the end of the year 1941-42 conditions of scarcity occurring in many parts of the country dictated a wide extension of these grain shops"†. According to the Report of the Railway Board for 1943-44, there were 600 grain shops including mobile vans catering for 805,000 ration-card holders as against 160 grain shops which catered for 50,000 employees in 1942-43.‡ The position in 1943-44 may be described in the following words of the Report of the Railway Board :—

"The necessity for stabilizing the cost of essential commodities and pegging dearness allowance prompted the Railway Board to fix the selling prices of commodities sold at railway grain shops at a level approximating to the prices ruling in August 1942.....Of commodities that can be expressed in maunds, the shops sold 10,255,400 maunds during the year 1943-44, with an average of 854,600 maunds per month or 1.23 maunds per ration card holder..... The cost of all commodities sold during the year amounted to about Rs. 17.7 crores..... The relief afforded to staff measured in terms of the difference between the railway selling prices and the local market prices was over Rs. 8.8 crores with an average relief per ration card holder per month of Rs. 10.53 the lowest figure being Rs. 6.14 in March 1944 and the highest Rs. 14.1 in August 1943. Great as this amount of relief is measured in cash, it was enhanced by the supply of essential commodities which were often not available locally at any price, owing to the conditions which prevailed in the country during the year under review. In addition, the man with a large family who was hardest pressed received most relief ; employees were free from anxiety in regard to rising prices and the cash habit was inculcated by dealing at the shops. The cost of this organisation was approximately Rs. 36 lakhs, and this includes freight charges at public rates, which came back into railway revenues"§.

Passes.

An important concession peculiar to railway servants is the grant of free passes and privilege ticket orders on payment of one-third the ordinary fare both on home and foreign lines. The number of passes and the class in which travelling is allowed varies according to the pay and the length of service of the railway servant. Special passes (*e.g.*, school passes, etc.) are also issued.

Uniforms.

Summer and winter uniforms including head dress, coat, trousers, etc., are provided according to the requirements of each category of staff whose duties warrant such supplies. *e.g.*, station staff, running staff, etc. Certain classes of staff who are low-paid and who work under special conditions entailing the use of proper dress or involving heavy wear and tear such as compounders, office peons, watchmen, certain classes of shed and carriage staff are also supplied uniforms. Clothing is supplied on a limited scale to labourers and others whose duties expose them to cold or wet weather. An umbrella is often given once a year to employees such as office peons, watermen, watchmen, gate-keepers, etc. The rules about uniforms are not

* Report by the Railway Board, 1941-42, p. 32.

† *Ibid*—Report for 1942-43, p. 32, and Report for 1943-44.

‡ Pp. 34-35 of the Report by the Railway Board on Indian Railways for 1943-44, Vol. I.

uniform on all railways and there is a considerable amount of heart-burning over the deterioration in the quality and the regularity and adequacy of their supplies.

Benefits to the Dependants of the Deceased Employees.

The dependants of the deceased employees are given benefits from the Staff Benefit Fund on all railways where such funds exist. They are also given the benefits of gratuity, provident fund, compensation under the Workmen's Compensation Act and the Railway War Injuries Scheme. The South Indian Railway grants 8 boarderships to sons of deceased European and Anglo-Indian employees in the Civil Orphanage Asylum, Madras. On the B. B. & C. I. Railway, widows and minor children of low-paid employees who were drawing between Rs. 80/- and under per month and had put in at least 10 years' service and were members of the Jackson Co-operative Bank at the time of their death, are in case of proved destitution eligible for assistance from a fund called the Silver Jubilee Benevolent Fund. On the Bengal Nagpur Railway, workers have established two special insurance funds out of which benefits are given to the dependants of deceased employees. The Jodhpur State Railway's 'Subsistence Allowance' is paid by the State in deserving cases.

Staff Benefit Fund.

A word may be said here about the Staff Benefit Fund which has been established on several railways. The fund is made up of forfeited provident fund bonuses of non-gazetted staff and fines. Since fining as a method of punishment is being discouraged and since the income from this source is dwindling, the Railway Board has permitted the railways to grant contributions to the Staff Benefit Fund out of revenues at rupee one per head of all non-gazetted staff on the books of the railways on the 31st March of the previous year, less the amount realized during the previous year from other sources of income credited to the fund.

Tables XXVIII and XXIX give respectively an analysis of the receipts and expenditure of the Staff Benefit Fund on the G.I.P., B.N., E.I., and S.I. Railways. It may be seen from these data that, except on the South Indian Railway, fines constitute an important item, showing an increase every year while contributions from railway revenues are also steadily mounting up. It is difficult to comment upon the items of expenditure out of this fund, since the needs and demands of workers may vary from one railway to another. Nevertheless, it is seen that, on one railway, a sum of Rs. 1,674 had been spent on raising the wall of a European cemetery on one station and that on another, a large sum has been spent on the audit of the Railway Institute accounts. Major Malik* points out in his memorandum that a contribution is given from the Staff Benefit Fund towards the publication of the E.I.R. Magazine. The general feeling is that the representatives of unions should be given seats on the management of these funds so as to ensure that they are spent in the best interests of the workers themselves.

* Former President of the E. I.-R. Employees' Association.

TABLE XXVIII.

Staff Benefit Funds (Receipts).

	BENGAL NAGPUR.			SOUTH INDIAN.			GREAT INDIAN PENINSULA.			EAST INDIAN RAILWAY.		
	1941-42.	1942-43.	1943-44.	1941-42.	1942-43.	1943-44.	1941-42.	1942-43.	1943-44.	1941-42.	1942-43.	1943-44.
Railways.												
Opening balance	Rs. 1,24,339	Rs. 1,59,506	Rs. 1,26,756	Rs. 40,918	Rs. 65,918	Rs. 56,002	Rs. 4,16,597	Rs. 3,95,151	Rs. 3,82,134	Rs. 899	Rs. 18,423	Rs. 34,437
Fines inflicted and bonus forfeited ..	10,430	12,447	24,508	604	567	693	6,932	9,678	12,435	14,346	..	..
Contribution from railway revenue ..	54,689	62,141	65,573	36,000	18,000	35,000	58,774	70,253	94,470	94,845	1,05,140	1,20,950
Interest on balances and loans ..	2,429	2,948	2,811	1,762	1,483	1,949	6,436	6,177	7,946	14,838	13,902	12,089
Miscellaneous	..	148	50	4,751	18,261	1,434	9,763	3,206	1,545	2,732	9,229	28,476
Total receipts ..	67,548	77,684	92,942	43,117*	38,310†	39,076‡	81,905	89,204	1,16,396	1,26,761	1,27,271	1,62,095
Closing balance	1,39,506	1,26,756	1,79,306	65,918	56,002	49,078	3,95,151	3,82,134	3,67,145	18,423	34,437	87,173

* Includes Rs. 4,892, a sum realized from refund of loans.

† Includes Rs. 17,617, a sum realized from recredit of the fund for the purchase of paddy for distribution to staff of Golden Rock area and Rs. 734, a sum realized from refund of loans.

‡ Includes Rs. 1,384, a sum realized from refund of loans.

TABLE XXIX.
Showing Expenditure out of Staff Benefit Funds.

	BENGAL NAGPUR.			SOUTH INDIAN.			GREAT INDIAN PENINSULA.			EAST INDIAN		
	1941-42.	1942-43.	1943-44.	1941-42.	1942-43.	1943-44.	1941-42.	1942-43.	1943-44.	1941-42.	1942-43.	1943-44.
Railways.												
Compassionate allowance ..	Rs. 2,048	Rs. 18,327	Rs. 7,619	Rs. 3,388*	Rs. 4,671*	Rs. 12,929*	Rs. 13,405	Rs. 18,407	Rs. 27,124	Rs. 6,921	Rs. 1,540	Rs. 944
Hospital and Health ..	3,817	6,210	6,701	4,199	3,074	8,674	19,517	23,569	24,637	51,618	43,632	38,065
Education ..	15,793	10,380	8,376	210	356	780	14,809	19,889	20,763	22,247	21,074	18,211
Recreation ..	24,516	21,327	25,154	7,675	16,200	19,075	38,388	29,039	46,093	6,050	43,263	49,832
Railway Magazine ..	3,900	3,900	5,900	..	..	..	7,210	3,697	2,626	..	..	..
Total Expenditure ..	52,381	90,434†	40,382‡	18,118§	48,236||	45,999¶	1,03,351¶	1,02,011¶	1,31,687**	1,41,983	1,11,257	1,90,359

* Includes Rs. 448, Rs. 586 and Rs. 1,089 as cost of spectacles supplied to staff getting below Rs. 20 in 1941-42, 1942-43, and 1943-44 respectively.

† Includes Rs. 15,818 spent on grain shops establishment and Rs. 10,776 spent on subordinate rest houses at Puri.

‡ Includes Rs. 15,819 write-back (refund) on grain shop expenditure and Rs. 1,391 expenses on subordinate rest houses at Puri and Rs. 1,674 for raising north wall of European cemetery at Kharagpur.

§ Includes Rs. 2,126, Rs. 1,560, Rs. 1,852 as cost of the audit of the Railway Institute accounts in 1941-42, 1942-43, 1943-44 respectively.

|| Includes Rs. 4,481 loaned to Railway institutes and reading rooms and Rs. 17,517 for purchase of paddy for distribution among staff recruited in July 1943.

¶ Includes Rs. 2,470, Rs. 1,767 and Rs. 3,041 as cost of spectacles provided to staff drawing less than Rs. 30 in the years 1941-42, 1942-43 and 1943-44.

** Includes a contribution of Rs. 5,000 to the War Fund.

CHAPTER VII.—SAFETY ACTS, ETC.

The existing regulations for the safety of employees of Indian Railways are contained in (a) the Indian Railways Act, (b) the Indian Factories Act as far as workshops are concerned, (c) the Indian Mines Act as far as it applies to Railway collieries, (d) the Indian Electricity Act and (e) the rules made by the Government of India and Provincial Governments under these Acts.

The Railway Administrations have adopted various safety regulations for the prevention of accidents by means of special circulars, safety first posters and placards and by displaying abstracts of the provisions of the Acts on notice boards, etc. Under the auspices of the St. John's Ambulance Association, first aid training centres are also maintained and training in first aid is made compulsory for certain categories of staff, with suitable provision for payment of allowances for attendance at classes of instruction. Moreover, adequate medical relief is provided in case of accidents.

Table XXX gives details of accidents on Railways from which it can be seen that the number of fatal accidents to railway servants has increased since 1939-40. A possible explanation may be overworking of staff due to the present abnormal conditions of war traffic. Table XXXI shows the analysis of the causes of accidents from which it is seen that most of the fatal accidents are connected with the movement of trains and railway vehicles and that most of the injuries are caused by accidents connected with stationary engines, etc.

TABLE XXX.

Accidents and casualties among railway servants on railways open for traffic in India as having occurred during 1943-44 and the preceding 6 years. (Indian Railway Administration reports 1941-42 and 1943-44).

Class of Accident	1937-38		1938-39		1939-40		1940-41		1941-42		1942-43		1943-44	
	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured	Killed	Injured
A. Caused by movement of railway vehicles exclusive of accidents to trains, etc.	185	3,258	155	3,487	152	3,871	192	4,364	202	5,294	245	5,696	293	6,276
B. In accidents to trains, rolling-stock and permanent way.	18	107	17	152	13	93	14	141	18	124	42	287	33	188
C. In accidents on railway premises, not connected with the movement of vehicles.	30	8,773	27	9,860	13	11,918	37	12,868	27	14,009	33	14,331	43	15,849
Total (Railway servants)	233	12,138	199	13,499	178	15,882	243	17,373	247	19,427	320	20,314	369	22,287
Grand Total (Passengers, Railway servants and other persons).	3,370	14,111	3,474	15,809	3,537	18,282	3,752	19,833	3,783	22,151	3,507	23,439	4,373	26,610
Percentage of Railway servants to the total.	6.91	86.01	6.72	86.02	5.03	86.87	6.48	87.60	6.53	87.70	9.13	86.67	8.44	84.07

*TABLE XXXI.

No. of Railway servants killed and injured.	CLASS I.								CLASS II.								CLASS III.								TOTAL (ALL RAILWAYS)							
	1940-41.		1941-42.		1942-43.		1943-44.		1940-41.		1941-42.		1942-43.		1943-44.		1940-41.		1941-42.		1942-43.		1943-44.		1940-41.		1941-42.		1942-43.		1943-44.	
	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.		
A.—By the movement of trains and railway vehicles—																																
(i) accidents in coupling	85	2,090	44	2,250	22	2,280	20	2,129	..	16	4	3	3	7	3	8	..	11	..	10	..	49	..	8	23	2,807	49	2,348	35	2,503	30	2,145
(ii) Other accidents	162	2,274	153	2,903	291	3,416	286	4,960	4	16	1	19	6	10	3	27	..	17	..	12	3	5	1	5	137	2,907	154	3,028	210	3,431	240	4,121
B.—By collisions between and derailment of trains, fires, failures of engines, rolling stock, permanent way, etc.—																																
(i) collisions and derailments	4	104	24	116	15	180	20	128	..	1	..	..	..	..	1	8	..	1	..	1	..	1	..	..	4	110	24	104	15	181	27	132
(ii) Failures of engines, rolling stock and permanent way	1	4	..	4	..	12	3	8	2	2	..	..	..	..	..	..	..	..	..	..	..	..	..	3	8	..	4	..	12	3	9	
(iii) Fires	0	2	..	..	1	6	..	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	0	2	..	..	1	8	..	1	
(iv) Others	7	24	4	12	36	88	3	13	..	..	..	..	..	..	1	..	..	..	3	..	..	..	..	7	25	4	14	29	88	3	16	
C.—By accidents in which movement of vehicles used exclusively upon the railway was not concerned.	37	12,845	27	12,997	35	14,322	43	12,809	..	20	..	21	1	8	..	37	..	3	..	1	..	1	..	2	37	12,968	27	14,099	33	14,431	43	15,549
Total (all causes)	237	17,286	242	19,304	307	20,274	261	23,195	8	33	3	43	10	25	7	81	..	22	..	28	3	38	1	13	243	17,379	247	19,427	329	20,204	340	22,287
Percentage to total killed and injured on all railways	97.5	99.5	98.0	91.7	95.0	89.7	97.8	99.5	2.0	0.3	2.0	0.2	2.1	0.1	1.9	0.4	0.0	0.2	0.0	0.1	1.0	0.2	0.1	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

* See Annual Reports by the Railway Board on Indian Railways.

Class I railways are responsible for about 98 per cent. of the accidents. A reference to the report by the Railway Board with regard to accidents on Indian Railways [Appendix D (iii) summarised in the following table] will show that a considerable percentage of casualties is contributed by the G.I.P. Railway.

TABLE XXXII.

Year.	Killed.			Injured.		
	On G. I. P. Railway.	On all Class I Railways.	%age killed on G. I. P. to total.	On G. I. P. Railway	On all Class I Railways.	Percentage injured on G. I. P. to total.
1940-41	24	200	12.0	1,426	4,441	32.1
1941-42	27	171	15.8	2,073	3,116	66.5
1942-43	47	275	17.1	3,173	5,952	53.3
1943-44	53	318	16.7	3,135	6,382	49.1

The Workmen's Compensation Act.

The Workmen's Compensation Act is observed on all railways, though the Junagadh State Railway, the Matheran Light Railway, the Jagadhri Light Railway and three of the M'cleod Railways (B.K., A.K. and B.D.R.) report that no claims under the Act have arisen so far. Of the railways which have replied, two Class I Railways, two Class II Railways and three Class III railways have not given statistics of compensation classified under different headings. The following tables summarise the data received on this subject.

TABLE XXXII (A).

Showing amount of compensation paid.

Class.	Railway.	1939.	1940.	1941.	1942.	1943.	1944.
		Rs.	Rs.	Rs.	Rs. A. P.	Rs.	Rs.
I	(1) Oudh & Tirhut	..	14,016	10,432	8,278 0 0	7,760	..
	(2) Mysore State ..	1,710	2,840	201	608 0 0	1,595	..
II	(1) Bhavnagar ..	Nil	Nil	Nil	200 0 0	Nil	Nil
	(2) Gaekwar of Baroda State	Rs. 272.10.6 paid as compensation from 1939 to 1944.					\
III	(1) Bombay Port trust	Nil	Nil	1,818	346 8 0	Nil	Nil
	(2) Kalighat Falta	Nil	Nil	Nil	Nil	1,050	1,350
	(3) Dehri Rohtas ..	Nil	Nil	Nil	16 12 9	17	Nil

The following railways have given details of compensation paid under different headings.

TABLE XXXIII.
East Indian Railway.

Year.	Death.			Permanent total disablement.			Permanent partial disablement.			Temporary disablement.			Total.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
1939	30,588	14	0	12,346	1	0	8,436	14	11	7,278	9	1	58,650	7	0
1940	28,806	8	0	10,942	1	0	6,926	13	0	8,599	2	0	53,274	8	0
1941	36,226	8	0	8,015	8	0	6,874	15	0	8,402	3	0	59,519	2	0
1942	50,272	13	0	5,867	7	0	5,621	5	0	10,189	13	0	71,951	6	0
1943	62,765	1	0	7,603	10	0	14,106	10	2	9,527	11	0	94,003	0	2
1944	25,065	0	0	4,131	7	0	8,260	15	9	10,387	4	0	47,844	10	9

G. I. P. Railway.

Year.	Death.			Permanent total disablement.		Temporary disablement.		Total.
	Rs.			Rs.		Rs.		Rs.
1939	17,564			8,612		58,328		84,504
1940	16,010			11,103		54,763		81,876
1941	34,580			12,269		58,978		1,05,827
1942	49,460			9,098		79,841		1,38,399
1943	75,052			15,571		1,25,028		2,15,651

Jodhpur State Railway.

Types of compensation.	1939.	1940.	1941.	1942.	1943.	1944.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
(1) Workmen's Compensation ..	..	2,909	1,333	..	5,721	1,093
(2) Other Compensation ..	..	429	855	1,248	..	533

Bengal Nagpur Railway.

	Rs.	Rs.	Rs.	Rs.	Rs.	
Fatal Cases	16,760.4	35,190	19,500	27,830	36,223	..
Non-fatal injuries	8,353.15	16,175/10	16,226/7	17,563/3	13,179/3	..

South Indian Railway.

Type of compensation	1939.	1940.	1941.	1942.	1943.	1944.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Fatal cases	2,850	9,460	3,800	14,630	6,740	..
Non-fatal—						
(a) Permanent disablement.	3,406	3,573	3,778	4,790	3,176	..
(b) Temporary disablement.	6,689	7,058	8,006	10,668	9,373	..

North Western Railway.

Types of compensation.	1939.	1940.	1941.	1942.	1943.	1944.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Fatal cases ..	34,856	44,230	..	..	..	..
Non-fatal—						
(a) Permanent disablement.	46,624/1	47,167/3/7	..	..	..	..
(b) Temporary disablement.	26,891/1/6	20,827/14	...	..	..	..

B.B. & C.I. Railway.

(a) Permanent partial disablement.	18,854	14,293	13,824	12,720	16,944	23,142
(b) Temporary partial disablement.	6,096	8,102	8,883	3,547	13,637	969
(c) Death ..	17,240	16,020	26,830	19,660	36,460	33,926

Barsi Light Railway.

(a) Permanent disablement.	28—3	..	..	..	..	..
(b) Temporary disablement.	9—3	11—5	44	16—5	109-11	..
(c) Death ..	..	..	..	900	829-11	..

Periodical Medical Examination.

There is a periodical medical examination for eye-sight only for the running staff on all railways except the Jagadhri Light Railway. If a worker is adjudged medically unfit for his class of work, effort is made to secure for him some other job. On the Mysore State Railway drivers are medically examined every year after the age of 50. If found medically unfit, their services are terminated and no effort is made to find any other work for them. There is a periodical medical examination for certain other classes of workers who, if found medically unfit, are provided with work as far as possible. The opinion of the Chief Medical Officer of each Railway is final except on a small number of railways. On the Mewar State, Dehri Rohtas, Matheran and the four railways under Meleod's, provision is made for re-examination by an independent specialist. The chief complaint of the workers on this score is that provision is not made for them in the event of an adverse medical report on jobs carrying emoluments similar to their. They go further and allege that, once they are incapacitated for their original jobs, they are shunted on to very inferior posts with the consequence that they cannot maintain their standard of living.

The Payment of Wages Act.

The Payment of Wages Act, 1936 came into force on the 28th of March 1937. In order to give effect to it the Governor General in Council issued the Payment of Wages (Railways) Rules 1937. These rules were superseded in so far as they related to Federal Railways by the Payment of Wages (Federal

Railways) Rules, 1938 issued by the Government of India, Department of Labour in Notification* No. L-3070, dated the 5th May 1938. The Provincial Inspectors of Factories have the powers of Inspectors under the Payment of Wages Act so far as the railway factories are concerned. In respect of other persons employed upon a railway, the Conciliation Officer (Railways) and Supervisor of Railway Labour and the Deputy Supervisor of Railway Labour have been appointed as Inspectors under Section 14(2) of the Act†.

Nature of Inspection.

Irregularities discovered by the Inspectors in respect of delays in payment of wages, the recovery of fines after the specified period of 60 days and non-display of notices required under the Act are reported direct to the Railway Administration concerned in Form PW(C) ; irregularities in respect of the maintenance of registers, deduction for damage or loss and fines are reported to the Conciliation Officer (Railways) in Form PW(B), which after further scrutiny are communicated to the Administrations concerned with the necessary instructions.

Wage periods and the Disbursement of Wages.

On almost all railways‡ wages are paid within ten days from the last day of the wage period, when the number of persons employed is one thousand and over and within seven days, when the number is less than one thousand ; but delays have occurred in connection with the payment of allowances, increments and leave salaries—the number of cases detected having been 843 in 1938-39, 2,000 in 1939-40, 3,201 in 1940-41 and 6,003 in 1943-44†.

Section 5(2) of the Act requires that the wages of an employee whose services are terminated, by or on behalf of the employer, should be paid before the expiry of the second working day from the day on which his employment is terminated. The Supervisor of Railway Labour reports that this provision has been observed in the case of permanent staff but not in the case of temporary staff. In 1940-41 and 1943-44, 400 and 440 such cases respectively were detected as against 500 in 1939-40||.

Deductions from Wages.

Under the Payment of Wages Act, deductions are permitted in case of damage or loss of goods expressly entrusted to the employed person for custody, or for loss of money for which he is required to account, provided damage or loss can be attributed directly to his neglect or default. Such deductions should not exceed the actual damage or loss suffered by the employer and should not be made until an opportunity to show cause has been given to the employee concerned. Infringements of these provisions were discovered on several railways, recovering more than the cost of the article or debiting the amount of damage to more than one person in cases where damaged or lost articles were

* Annual Report on the Working of the Payment of Wages Act of 1936 on Railways, 1939-40, paras. 1 and 2.

† *Ibid*, para. 2.

‡ *Vide* Chapter V (Wages and Earnings).

§ *Vide* Annual Reports on the working of the Payment of Wages Act.

|| *Vide* Annual Reports on the working of the Payment of Wages Act.

in the hands of more persons than one. The following statement gives the number of cases of deduction for damage or loss and the amounts involved on each class I railway during the three years 1941-42, 1942-43 and 1943-44.—

*TABLE XXXIV.

Railways.	1941-42.		1942-43.			1943-44.		
	Number.	Amount.	Number.	Amount.		Number.	Amount.	
		Rs.		Rs.	A. P.		Rs.	A. P.
Bengal & Assam ..	4,415	6,942	3,827	7,771	10 0	2,339	8,639	11 6
Bengal Nagpur ..	4,852	8,063	3,482	5,959	13 0	4,390	14,128	5 0
B. B. & C. I. ..	6,524	9,777	6,487	8,629	4 6	5,202	9,478	3 3
East India ..	8,695	21,436	6,062	14,704	9 4	4,456	15,163	11 11
G. I. P. ..	1,481	3,837	1,223	4,003	13 9	1,806	5,700	0 3
M. & S. M. ..	1,751	2,642	1,896	3,430	6 0	2,434	5,190	1 0
North Western ..	4,882	11,267	3,756	10,504	11 0	4,129	14,397	7 0
O. & T. ..	892	3,111	2,149	10,829	3 0	3,133	10,352	5 0
South Indian ..	2,431	5,272	2,680	5,042	14 3	2,417	6,716	8 3
Total ..	35,923	72,347	31,562	70,876	4 10	30,307	89,766	4 8

Deductions for amenities and services.

Deductions for amenities and services supplied by the employer and approved in the case of the Federal Railways by the Provincial Governments are permitted by Clause (e) of Sub-section (2) of Section 7. In 1940-41, the Central Government permitted deductions for purposes of investments in war saving schemes. In 1943-44, the Government "authorised the sale of coupon-books for the supply of refreshments in exchange thereof by Federal Railway Administration from its canteen to the employees at their written request as an amenity for which deductions from the wages of persons employed by a Railway Administration may be made"†.

Deductions on account of payments to Co-operative Societies.

Deductions on account of repayment of loans with interest or of the cost of stores purchased on credit are made up to 30 per cent. of wages only and to 50 per cent. only if deductions are made for both these purchases. Deductions in excess of these limits were detected in a few cases in 1943-44 and the Railway Administrations were advised to avoid this irregularity in future.

Fines.

On railways fines can be imposed only in respect of such acts or omissions on the part of the employees as may be approved by the Supervisor of Railway Labour. Further, the fine should not exceed an amount equal to half an anna in the rupee from the wages earned during the wage period nor should it be imposed before an opportunity to show cause is given. Moreover, the fine cannot be recovered by instalments or after the expiry of 60 days from the date of the act or omission to which it relates and should be credited only to the Staff Benefit Fund, where it exists, or utilised for providing facilities for the education and recreation of the staff and on maternity or sickness benefit schemes which have been approved by the Supervisor of Railway Labour. The following statement gives the number of cases of fines imposed and the amounts involved—

* Annual Report on the working of the Payment of Wages Act for the year 1943-44.

† Annual Report on the Payment of Wages Act on Railways for the year 1943-44.

TABLE XXXV.

Railways.	1941-42.		1942-43.		1943-44.	
	Number.	Amount.	Number.	Amount.	Number.	Amount.
		Rs.		Rs. A. P.		Rs. A. P.
Bengal & Assam ..	1,108	757	1,081	756 11 0	922	792 3 0
Bengal Nagpur ..	2,386	1,582	2,880	2,295 10 0	3,661	3,126 10 0
Oudh & Tirhut ..	589	538	276	184 8 0	277	154 13 0
B. B. & C. I. ..	2,038	2,762	2,102	1,842 14 0	2,663	2,741 0 2
East Indian ..	6,203	4,597	3,624	2,721 12 6	4,195	3,089 9 0
G. I. P. ..	2,119	1,674	2,640	2,095 14 0	3,887	3,065 5 6
North Western ..	510	272	205	131 13 0	168	105 9 0
Total ..	14,954	12,177	12,808	8,029 2 6	15,773	13,075 1 2

Major A. N. Malick in his written evidence notes that fines realised are sometimes not recorded in the register maintained by the pay master and supports his contention by the discrepancy between the amounts deducted by way of fines and same credited to the Staff Benefit Fund on the E.I.R. He contends further that the publication of the E.I.R. Magazine out of the Staff Benefit Fund violates the provision relating to the utilization of the fine fund.

Deductions on account of fine. (E.I.R.)

Year.	Number of cases.				Amount.
					Rs. A. P.
1938-39	..	..	..	6,833	5,219 11 3
1939-40	..	..	..	7,101	4,902 2 0
1940-41	..	..	..	6,416	5,043 11 6

Amount of fines credited to the Staff Benefit Fund.

Years.	Fines inflicted.				Provident Bonus forfeited.
				(Rs.)	(Rs.)
1937	..	..	..	44,978	7,635
1938	..	..	..	11,018	2,118
1939	..	..	..	8,329	2,539
1940 March ..	..	..	..	8,400	9,387
1941	..	..	..	8,510	4,076
1942	..	..	..	7,346	7,000
1943	..	..	..	4,699	37,807

From the Annual Reports on the working of the Payment of Wages Act on railways, it is seen that the provisions of the Act and Rules have not been generally violated in respect of the amount of fine imposed and in giving the employee an opportunity to show cause but that difficulties have arisen in recovering the fines within 60 days from the date of the act or omission to which it relates. For, in some cases, irregularities necessitating the imposition of fines come to light only several days after the act of omission or commission.

"Again, cases have come to notice, where the staff knowing that they will be fined evade giving explanation by reporting sick. Difficulty has been experienced in the case of relieving staff who move from place to place and in whose case it is sometimes difficult to obtain explanation within 60 days".*

The most serious cause of complaint with regard to the working of the Payment of Wages Act on the railways is the device adopted by the railway administrations of resorting to other methods of punishment such as stoppage of increments, demotions, etc., as the amount of fines that can be imposed is trifling and does not serve the purpose of maintaining discipline. This is a definite violation of the Act according to judgement of the Sindh Chief Court, *vide* Mir Mohammad versus Divisional Superintendent, North Western Railway, Karachi [I.L.R. (1941), Kar. 394], which has not so far been challenged. It may be noted, however, that it is open to the railway administrations to discharge workers and re-employ them on posts of lower responsibility even for one single offence where it merits such treatment.† "Although the Act has conferred substantial benefits on workers it is difficult to say definitely whether there has been any compensatory advantage to Railway Administrations. Opinions on this point differ. Some hold the view that the low limit of fine has resulted in undermining discipline and increase in petty offences, leading to inefficiency; that the advantages of quick payment of wages are more or less illusory because the staff even before the introduction of the Act used to get their salary every month. The only difference that the Act has made is making it obligatory on railways now to pay overtime allowance, etc., within ten days after the last day of the wage-period but at the same time has rendered the staff liable to some other and more severe form of punishment. There is, no doubt, some truth in this but it cannot also be denied that the limitation of fines and deductions, quick payment of wages and the provision that no fine shall be levied or deduction made without giving an employee an opportunity to show cause are such substantial benefits that they are bound to lead to a sense of greater satisfaction and contentment among the staff".

Employment of Children Act, 1938.

"The Employment of Children Act, 1938 seeks to give effect to a special article inserted for India in the convention adopted at the 23rd session of the International Labour Conference, fixing at 13 the minimum age at which children may be employed or may work in occupations connected with the transport of passengers, goods, or mails by railway, or in the handling of goods at docks, wharves or quays. The Act goes beyond the requirements of the convention and prohibits the employment of children under 15 years of age in occupations connected with the transport of passengers, goods or mails by railway, and in occupations involving the handling of goods within the limits of ports". The Central Government has appointed the Conciliation Officer (Railways) and Supervisor of Railway Labour, the Deputy Supervisor of Railway Labour and Inspectors of Railway Labour to be Inspectors for the purpose of Employment of Children Act in respect of federal railways; and also the Inspectors of Railway Labour at Bombay and Calcutta Ports respectively. The Central Government issued the Employment of Children (Federal Railways) Rules, 1940 and Employment of Children (Major Ports) Rules, 1940 in order to give effect to certain provisions of the Act. (Notification No. L-3090, dated the 8th

* Annual Report on the working of the Payment of Wages Act for the year 1936 on Railways, p. 10.

† Legislative Assembly Debates Vol. III No. 7, 22 and September, 1942, page 368 (Statement by the Hon'ble Member for Railways. Sir Edward Benthall).

February 1940 and No. L-3090, dated the 26th November 1940 respectively). In 1940-41, the inspectors carried out six hundred and odd inspections, and detected 135 children employed in contravention of the Act. "Suitable action was taken by Inspectors in all cases with the result that the employers dispensed with the services of these children. The Act has been brought into force only recently and employers, especially contractors, are not aware of its provisions and it is hoped that in course of time the employment of children in these prohibited occupations will disappear."

CHAPTER VIII.—TRADE UNIONS AND STRIKES.

There was only one trade union—National Union of Railwaymen of India and Burma—among the railway workers prior to the war of 1914-18. The enormous rise in prices that followed the cessation of hostilities and the consequent unrest among workers led to the starting of unions on several railways. With the return of stable conditions by 1925, some unions disappeared, some were rent by internal dissensions and some others passed under the control of politicians. However, during and after the Great Depression of 1929, the trade union movement revived and has since then made steady progress, the present war also having contributed its own influence in this direction.

The broad features of trade unions among railwaymen are the following :—

(i) On several Class I railways, there are rival unions (all recognised by the administrations) which considerably weaken the movement. This state of affairs is not desirable.

(ii) The unions are generally composed of almost all categories of the railway employees, clerical staff, station staff, running staff, permanent way staff, workshop staff, etc., there being only a few unions composed of workers belonging exclusively to one category.

(iii) Funds are, as a rule, small and welfare activities are very few.

(iv) Trade unions, particularly on certain railways, are captured by politicians in furtherance of their own political aims. This in itself is a potent cause of the emergence of rival unions.

(v) The National Union of Railwaymen of India and Burma, the oldest railwaymen's union in India, is losing many of its Indian members on account of the rise of newer unions, though it continues to preserve many of its welfare activities, particularly in the field of payment of accident and unemployment benefits, etc.

(vi) The All India Railwaymen's Federation is coming to play an increasingly important part in all matters relating to the relation between the employees and the railway administrations concerned.

(vii) Muslim employees on some railways have formed unions of their own with a view to safeguarding their own interests.

Among the railways which have replied to my questionnaire there is not a single trade union among the workers on any of the Class II railways. There is only one union on one of the Class III railways, namely, the Bombay Port Trust Railway. There are trade unions on all Class I railways excepting the Mysore State Railway where efforts are said to be made to form labour unions under the provisions of the Mysore Labour Act of 1941.

A short account of some of the unions is given below :—

Bombay Port Trust Railway.

The Bombay Port Trust Railwaymen's Union, started in 1920, had a membership of 410 on 31st March 1944. The constitution provides for two

classes of members : ' life members ', who pay Rs. 100 in lump sum or in twelve monthly instalments and ' ordinary members ', who pay an admission fee of Re. 1 (excepting the inferior staff) and a monthly subscription of one pie in the rupee on the substantive salary. Non-employees of the railway are also admitted as patrons, benefactors and sympathisers, provided they pay an annual donation of Rs. 150, Rs. 50 and Rs. 5 respectively. They have, however, no voice in the management of the union. The union pays two types of benefits—retirement benefits (including dismissals and resignation from service) and death benefits. In the case of the former, members who have been on the rolls for five years consecutively are paid an amount equal to the total subscriptions paid by them. In the case of the latter, the scale of benefit is double the amount of subscriptions paid by them. The audited accounts of the union for the year ending 31st March 1944 show that Rs. 386|8|- only were given as benefits.

East Indian Railway.

On the East Indian Railway there are two trade unions, the 'East Indian Railway Employees' Association, Calcutta, and the Railwaymen's Union, Lucknow, with their branches at all important points.

According to the constitution of the Railwaymen's Union, the members have to pay a yearly subscription of one day's pay. The membership in 1944 was about 6,000. As regards its relationship with the administration, the union reports as follows :—

" The agreement with the administration is only that this union can represent grievances of the staff both of general and individual nature. The administration does not even consult the trade union for any changes in service conditions, privileges and rights of the employees. The question of agreement regarding wages, hours of work, employment and dismissals, etc., therefore, does not arise. The attitude of the administration towards the trade union is not very satisfactory. Authorities do not consider the development of trade unions to be helpful and advantageous both to the administration and the employees. Though cases of victimisation on account of trade union work are few in recent years, employees are still afraid to actively participate in the trade union work as such work is often discouraged by their superiors."

The E. I. R. Employees' Association has a membership of 7,438 with an annual income of about Rs. 4,000. Members admitted before 1937 pay a monthly subscription ranging from one anna to 12 annas per month according to their emoluments. New members pay one day's pay in a year as their subscription. According to the original terms of recognition, individual cases were not allowed to be represented by the unions, but this has however been modified to some extent as can be seen from the following correspondence :—

"*Memorandum of Discussion.*—Between Mr. J. M. Mehta, President, E. I. R. Employees' Association and the General Manager, E. I. R., in latter's office at 3 p.m. on 2nd April, 1943.

" After discussion, the following were agreed to :—

1. " There will be more frequent contacts between E. I. R. Employees' Association office bearers and the Railway Administration, ordinarily once a quarter ; if necessary, oftener.

2. " Cases involving prolonged consideration should be, as far as practicable, brought to a head and decided by interviews and contact between the office bearers of the Association and the Railway administration.

* Extracts taken from the original records of the Union by my Supervisor.

3. "It was accepted that expansion of the Association is desirable in every respect both from the point of view of the Association and the administration ; that being the case, the office bearers of the union will be given general assistance in the matter of leave and passes".

G. I. P. Railway.*

There are two unions on the G. I. P. Railway—The G. I. P. Railwaymen's Union and the G. I. P. Accounts Staff Union. Both of them are registered under the Indian Trade Unions Act of 1926 and recognised by the management and are affiliated to the All India Railwaymen's Federation.

The membership of the Accounts Staff Union in December 1944 was about 350 out of a total of 1,100 employees and all of them were confined to the head office. The administration of the union is carried on by an executive committee consisting of a president, a vice-president, a general secretary, three joint secretaries, one treasurer and 12 representatives elected by the general body at its annual general meeting. According to the audited statement of accounts for the year ending March 1944, the receipts and the expenditure of the union during the year amounted to Rs. 575|15|11 and 431|6|- respectively. The total balance at the credit of union on 31st March 1944 was Rs. 3,734|8|8.

The history of the G. I. P. Railwaymen's Union illustrates in a general way the vicissitudes of railway unions in India. The parent organisation of the present union is traced to G. I. P. Railway Workmen's Union which was confined to the Matunga Workshop in 1919. At the same time, there were five other unions on the lines, each independent of the other. .

The first conference of railway workers was held in Bombay in 1920 when a single central union was proposed. Out of this effort came the G. I. P. Railway staff Union which functioned effectively till 1925 when it became dormant. In the meantime, a new union—G. I. P. Railway General Employees' Union—was organised with branches in various centres and this naturally led to a conflict with the older union (G. I. P. Railway Staff Union). However, the two unions were amalgamated into one in 1928 under the name of G. I. P. Railwaymen's Union. In 1930, the union declared a general strike which resulted in the decline of its membership.

According to the present constitution of the union, the routine administration is carried on by a standing committee elected by the executive committee from among its members. The standing committee meets once a month and the executive committee once a quarter. In order to carry on the work effectively, the executive committee is empowered to establish branches at all suitable centres where there are no less than 250 paying members. According to the audited statement for the year ending March 1944, the membership of the union was 15,226. The G. I. P. Railwaymen's Union, in its memorandum, observes as follows :—

"The union is precluded from representing cases of transfers, however unreasonable and inconvenient they may be. The individual cases are not to be represented except in few cases. The replies received from the administration to the representations are mostly cryptic and do not give any idea as to why the case has been decided in a particular manner. Even personal discussions do not afford any relief because the Deputy General Manager (staff), who generally discusses with the union representatives, sticks to his points, however untenable or unreasonable they may be, and refuses to be drawn

* The account of unions on G. I. P. Railway is based upon information given by the office-bearers.

into discussing such points as go against his views. Some of the divisional authorities do not look upon the activities of the union with favour and victimise the active trade union workers by reducing their pay, denying them promotions, transferring them from one place to another and by various other ways. Such cases, when brought to the notice of the General Manager, are not dealt with properly and a stereotyped reply is received that there is no victimisation of the particular workers as alleged."

South Indian Railway.*

There are two registered and recognised trade unions on the South Indian Railway—the S. I. R. Employees' Association with a nominal membership of 13,924 (only 1,509 were fully paid up) in March 1944 and the S. I. R. Labour Union with fully paid-up membership of 22,000. Of these two unions, the former has 20 branches and the latter 34 branches.

The S. I. R. Employees' Association is confined mainly to the higher categories of staff. It has been free from any political influence and has therefore enjoyed the confidence of the management in a greater measure than that of the Labour Union. The executive committee of this union meets the General Manager once a quarter and discusses questions relating to labour. Further, it holds an annual conference of representatives from the various branches at which general problems are discussed and resolutions passed.

The S. I. R. Labour Union, registered on 19th November 1937, was confined at first to the workshop employees at Golden Rock. Since 1938, there has been a steady growth of membership extending to all categories of staff. In January 1940, there were 13 branches and about 12,000 members. The arrest of 7 leaders of the union in April 1940 under the Defence of India Rules resulted in a fall of its membership to 8,000. Thereafter, the union has been steadily expanding till, in July 1944, the total membership stood at 22,000.

The rates of membership subscription of the two unions are given below :—

S. I. R. Employees' Association.			S. I. R. Labour Union.		
Salary per month.		Rate per year.	Salary per month.		Rate per year.
(1) Upto Rs. 19	..	Annas 6 per year	Upto Rs. 49	..	Annas 12 per year.
(2) Rs. 20 to Rs. 49	..	Annas 8 per year	Rs. 50 to Rs. 99	..	Rs. 1-8-0 per year.
(3) Rs. 50 to Rs. 99	..	Rs. 1 per year	Rs. 100 and above	..	Rs. 3.
(4) Rs. 100 to Rs. 149	..	Rs. 1-8-0 per year.			
(5) Rs. 150 and above	..	Rs. 2 per year.			

The S. I. R. Labour Union has a central executive committee which meets 3 times a year. It also periodically discusses all problems of major importance with the General Manager. In minor matters, the general secretary of the union makes direct representations either to the General Manager or to the departmental heads concerned. In the centres where branches are located, branch secretaries meet the district officers and make the necessary representations. The union holds every year a general meeting for electing its office bearers and holding the annual conference. Since 1944, it has been arranging separate conferences for different categories of workers as well. The predominant complexion of the executive is communist.

*The account is based on information supplied by the Secretary of the Union to my supervisor.

B. N. Railway.

There are three unions on the B. N. Railway—The B. N. R. Indian Labour Union, the B. N. R. Employees' Union, and the B. N. R. Workers' Welfare Association. The B. N. R. Indian Labour Union came into existence in 1920. In 1927, it conducted a general strike and called it off after 3 weeks. Differences as to the principles involved in the strike led to differences among the rank and file of workers. One section of the union which held that the strike was declared without proper authority seceded from the main body and formed itself into a separate union under the name of B. N. R. Employees' Union. In 1936 an effort was made to amalgamate the two unions but without success.

At present there are 19 branches of the B. N. R. Indian Labour Union, its membership being about 8,000, of whom 128 are women. The B. N. R. Employees' Union has a membership of 1,069. The total membership of the B. N. R. Workers' Welfare Association is 1,750.

The rate of membership subscription in the first two unions is one day's pay per year. The unions run provident insurance schemes which will be described later.

B. B. & C. I. Railway.*

There are three registered and recognised unions on the B.B. & C.I. Railway—the B.B. & C.I. Railway Employees' Union, the B.B. & C.I. Railwaymen's Union and the B.B. & C.I. Railway Employees Association, Ahmedabad.

The B.B. & C.I. Railway Employees' Union was started as early as 1920 and is affiliated to the All India Railwaymen's Federation. Its present membership is about 6,500. Branches are organised on a 'district' or a 'division' basis. There are at present 4 district branches of this union. Each branch has a secretary who can represent local grievances to the district officers of the Railway administration. Of the total collections, the branch can only disburse 20 per cent. of the amount as per sanction of the head office.

The B.B. & C.I. Railwaymen's Union has 9,262 members, 90 per cent. of whom belong to the inferior and menial staff.

North Western Railway.

There are two unions recognised by the Administration—the United Union of Railway Workers and the N.W.R. (Recognised) Union. No account of their working has been supplied by these unions or by the railway administration itself.

Bengal Assam Railway.

Started in 1919 and recognised even then by the Administration, the Bengal and Assam Railway Employees' Association, had a total membership of 19,000 on the 31st March 1944. It had 15 branches and it ran a Cooperative Benefit Society, a short account of which appears elsewhere in this report.

Muslim Employees' Unions.

As a result of alleged injustices, Muslim employees have formed unions on some railways to protect their own interests. No account of the activities of these unions is, however, available.

*The account is based on information supplied by the office bearers.

The National Union of Railwaymen of India and Burma.

This is the oldest railwaymen's union in India, established in April 1897, and composed of various communities upto about 1925. At present, about 80 per cent. of the members are drawn from the Anglo-Indians and domiciled Europeans.

Membership.—The membership of the union is open to railway servants of all grades on all railways on payment of an entrance fee equivalent to a month's subscription of the class which he decides to join. The rates of monthly subscription pertaining to each class are as follows :—

	Rs.	as.	p.
Class 'A' for members whose salary is Rs. 100 and over ..	1	8	0
Class 'B' for members whose salary is less than Rs. 100 but not less than Rs. 75.	1	0	0
Class 'C' for members whose salary is less than Rs. 75 but not less than Rs. 50	0	12	0
Class 'D' for members whose salary is less than Rs. 50 but not less than Rs. 25	0	6	0
Class 'E' for members whose salary is less than Rs. 25 ..	0	3	0

Any member may be transferred from a lower to a higher class. There is provision for honorary members provided they pay an annual subscription of Rs. 10. It can be seen from the following data* that the majority of the members are drawn from G. I. P. Railway and about 90 per cent. are those who belong to Class A.--

TABLE XXXVI.

Railways.	Union members.						
	A	B	C	D	E	F	Total.
G. I. P.	634	86	135	71	81	1	1,008
E. I.	543	43	39	33	10	3	671
B. N.	304	33	15	34	15	1	402
O. and T.	21	8	31	96	164	..	320
N. W. R.	164	4	14	10	2	..	194
B. and A.	91	6	25	29	18	..	169
B. B. and C. I. ..	98	6	19	6	6	..	135
M. & S. M.	5	1	..	3	1	..	10
N. S.	7	5	..	..	..	..	12
S. I.	2	..	..	..	..	..	2
Total	1,869	192	278	282	297	5	2,923

Central Executive Committee.—The Head Office of the union is located in Bombay. The routine work is conducted by a whole-time and paid secretary who is under the general control of the Central Executive Committee which is composed of the (1) President; (2) Vice-president, (3) Treasurer and (4) 12 other members, elected at the annual general meeting of the union.

* Annual Report of the National union of Railwaymen of India and Burma for the year 1944—page 8.

Branches.—For the efficient working of the union, branches have been established in all centres where there are not less than 20 members. Each branch has a working committee of a maximum of 9 members and a minimum of 5 including a Chairman and a Branch Secretary who shall be elected at a Branch General Meeting. The branches are not authorised to incur any expenditure except contingency without prior sanction of the Secretary of the Union. The branches are visited and supervised by the travelling or organizing secretary sent out from the Head Office.

Annual General Meeting.—The annual general meeting of the union is composed of representatives from branches made up as follows :—

1. One representative for each branch with not less than one hundred members.

2. Branches with less than 100 members on any railway may be grouped together, under the orders of the Executive Committee, to make 100 or more members for each group for the election of one member to represent that group subject to a minimum of one representative from each railway on which the total number of members is not less than 50.

The annual general meeting has the power to approve the budget, the audited accounts and decide all questions of general policy.

Activities of the Union.—In addition to making representations to the Railway Administrations concerned about individual or common grievances of railway employees, the union provides the following benefits to its members in accordance with the rules framed for the subject :—

1. Accident Benefit in cases where the member is eligible for compensation under the Workmen's Compensation Act provided an application is made within three months from the time of accident.

2. Legal Assistance Benefit—Should any member be prosecuted for an offence alleged to have been committed by him in the execution of his duty or be unjustly dismissed from service, the Executive Committee may grant him financial assistance to defend him in legal proceedings and the benefit may be paid even when the members conduct the cases themselves or through their counsel, provided previous sanction of the union is obtained for all legal proceedings.

Scale of Benefits.—The scale of benefits for accidents and legal assistance is as follows :—

Class	Accident benefit (Rs.)	Legal assistance benefit (Rs.)
A	300	100
B	200	85
C	150	75
D	75	50
E	37	40

3. **Non-employment or suspension Benefit.**—Members who have been discharged or suspended or retrenched from employment shall be entitled to the following scale of benefits per month, subject to a maximum period of three months :—

	Rs.
Class A	20
Class B	13
Class C	13
Class D	5
Class E	2½

4. *Protection Benefit*.—Any member discharged for any part taken in the activities of the union may be granted a monthly benefit according to the following scale subject to a maximum period of 5 months :—

	Rs.
Class A	60
Class B	40
Class C	30
Class D	15
Class E	7

5. *Death Benefit*.—On the death of a member, his nominee shall be entitled to a benefit according to the following scale :—

	Rs.
Class A	100
Class B	66
Class C	50
Class D	25
Class E	12

Jodhpur Railway.

The administration says that the Jodhpur Railwaymen's Union was organised only a few months ago and that it is too early to offer any opinion on its working. The monthly subscription per member is one day's pay or Rs. 4 per year whichever is less. There has been no agreement between the management and the union on any subject.

Oudh and Tirhut Railway.

The Oudh and Tirhut Railway Employees' Association has a membership of 2,664 and the management says that it is too early to offer any opinion on its work.

*Staff Committees.**

The complexities of labour problems on railways have led to the organisation of local committees for settling local problems between the employees and the administrations. In 1923, Sir Clement Hindley, lately Chief Commissioner of Railways, visualised the formation of such local committees in each district on the railways, to be composed of equal numbers of representatives of the railway administration and of the workers, and a central committee to coordinate the work of all local committees. Under Sir Clement's scheme for such staff committees, questions relating to the welfare of the staff, such as quarters, sanitation, etc., were also to be discussed along with the ventilation and timely redress of grievances. Such staff committees have been organised on all Class I Railways except the Jodhpur State Railway. There are no staff committees on any of the class II or Class III railways except the Mewar State Railway. The following details have been supplied by the administrations concerned in respect of their staff committees.

Mewar State Railway.—The staff committee consists of 6 elected representatives from all the 6 important categories of non-gazetted staff and a president elected from amongst them. The term of office of the members is three years. The secretary is nominated by the Traffic Superintendent. Men who have put in at least 5 years' service are eligible for election to the Committee and those with 12 months' temporary or permanent service are eligible to vote. Ordinary meetings are held once a quarter and extraordinary meet-

* Refer in this connection to the Memorandum submitted by the Railway Board to the Royal Commission on Labour—page 35.

ings whenever desired by three fourths of the members. Grievances of the staff can be sent in writing to the respective representatives to be placed before the Committee. The president has a right to disallow any of the items at his discretion. The proceedings of the Committee are sent to the Traffic Superintendent and are circulated to the staff.

B. B. & C. I. Railway.—Staff committees are functioning in the districts and the workshops. These committees meet their officers periodically and send up their resolutions to the combined central committees consisting of members nominated by the district and workshop committees. These combined committees meet the higher authorities. Representatives from the central committee form a general staff committee which meets the General Manager of the Railway twice yearly. The General Manager reports that the staff committees have met with considerable success and are of great assistance both to the staff and the administration.

G.I.P. Railway.—On the G.I.P. Railway, there are three types of staff committees—the divisional committee at divisional headquarters, a railway council at Bombay and station committees at selected stations.

The divisional committees have no executive powers, but it is open to a Divisional or District Officer to take such action on a recommendation of a committee as may be within the powers delegated to him by the Administration. In the event of a Divisional or District Officer not seeing fit to apply his power, he shall report the reason to his Head of Department. Recommendations by a divisional committee involving action not within the power of a Divisional or District Officer is referred to the railway council. The powers of the station committees as well as the railway council are similar to those of the divisional committee as they are merely advisory bodies. Questions of discipline and of any single individual are outside their scope.

At present, there are 6 divisional committees at Bombay, Bhusaval, Sholapur, Jhansi, Jubbulpore and Nagpur. The Bombay Divisional Committee is composed of 6 members nominated by the General Manager and 6 elected by employees representing different departments and each of the other divisional committees is composed of 5 nominated and 5 elected members. Employees with not less than one year's service are entitled to vote and those with not less than 3 years' service can be elected as representatives. The election of the representative of a department is by the employees of the department only, except menials. The term of office of the elected representatives is three years though one third should retire every year, the retiring members being eligible for re-election. Ordinary meetings of the divisional committees are held once a quarter in January, April, July and October and special meetings at any time the Chairman considers necessary.

The Railway Council is located at Bombay, and consists of six nominated and six elected representatives—one from each of the six divisional committees. The tenure of office of the elected representatives is 3 years, one third of the members retiring at the end of each year but being eligible for re-election. The ordinary meetings of the council are held in March, June, September and December of each year and special meetings at any time the Chairman considers necessary. The Chief Engineer is nominated as the Chairman of the Council and the Assistant Deputy Manager is the *ex-officio* Secretary.

Station committees have been formed at 10 important stations. Each station committee consists of 10 members, their tenure of office being three years, one third retiring every year but being eligible for re-election.

In addition to these station committees, workshop committees have been constituted at three workshop centres, each committee consisting of five members nominated by the General Manager and five representatives elected by the employees. The chairman of each workshop committee is nominated from among the members by the General Manager.

Bengal Nagpur Railway.—On the Bengal Nagpur Railway, there are district welfare committees, each consisting of 6 nominated members, 2 from the Loco Department, 2 from the Commercial Department, and one each from the Engineering and the Transportation Department. The members elect one from among themselves as their chairman and meet ordinarily only once a month. These committees are authorised to deal with questions relating to the general welfare of the staff such as improvements in staff quarters, sanitation, lighting, water supply, etc., and to submit their recommendations to the District Officers who may take such action as they consider necessary. Another and a more important function of these welfare committees is to make representation regarding the general conditions of service of employees and in particular to examine individual cases of appeal against the orders of any district officers with a view to securing redress of their grievances. These committees cannot question the orders of the head of a Department but may examine all the relevant facts of each individual case (as they are given full access in the office to any papers or files connected with the cases under investigation) and recommend a revision of the orders.

South Indian Railway.—There are six staff committees, each consisting of 24 members in each of the 6 headquarters of the traffic divisions of the South Indian Railway, in addition to a separate staff committee constituted for the workshop at Golden Rock, Trichinopoly.

The district committees are composed of 4 *ex-officio* members (heads of departments), 4 nominated members and 16 elected members (elected by the staff stationed at the various stations on each division, one from each of the 16 categories of workers in all the departments of the railway). Only those who have put in seven years' continuous service are eligible for election to the staff committees, and the period of office of an elected member is restricted to two years. The committees meet every alternate month. At the preliminary meeting, the elected members discuss cases among themselves and formulate clear proposals and at the final meeting the proposals of the committee are discussed with the district officers.

The functions of the committees are merely advisory though the resolutions passed by them are considered and all legitimate grievances redressed by the administration. As the constitution says: "The committees are authorised to discuss all matters affecting their life and work and to ventilate their grievances, either individual or general".

The following important rules define the procedure to be followed in dealing with the individual appeals:—

"(1) All orders appealed against must be carried out before an appeal may be considered.

"(2) No appeal shall be considered by the staff committee unless it has been made to and rejected by an officer of district rank who made or confirmed the order appealed against.

"(3) The officer whose order is appealed against shall be present at the meeting and must endeavour to convince the committee of the fairness of his decision. He shall however, not vote if there is a difference of opinion in regard to the appeal".*

* Refer to constitution and rules for Staff Committees on the South Indian Railway.

Mysore State Railway.—On the Mysore State Railway, there are two district staff committees (one at Bangalore and another at Mysore) with the District Traffic Superintendent as the chairman and one of the elected members of the committee as the Secretary. The term of office of the elected members is two years and vacancies are filled by re-election. The strength of the committee is 13 for Bangalore, and 12 for Mysore.

The Central Staff Committee is composed of the Traffic Manager as the President, 2 representatives elected by each district committee, one elected by the travelling ticket examiners, one elected by the clerical staff of the Traffic Manager's office and the Chief Telegraph Inspector.

No details are available as regards the powers and working of these committees.

Oudh and Tirhut Railway.—On the Oudh and Tirhut Railway there are 6 staff welfare committees; the chairman is appointed by the General Manager and the secretary is ordinarily the District Traffic Superintendent, but the other members are all elected by the staff. The Committees discuss questions such as quarters, water-supply, sanitation, medical and educational facilities and other matters relating to the working conditions of the staff.

East Indian Railway.—On the East Indian Railway, welfare committees are functioning in various divisions and workshops with an elected majority of members representing each class of staff and a few nominated members by the administration. They discuss all matters of general interest.

North Western Railway.—On the North Western Railway there are staff councils and workshop committees in all the divisions. Excepting the Labour and the Assistant Staff wardens appointed by the Railway, all the members are elected by the workers, and this machinery is considered adequate by the management for dealing with the complaints of labour.

*Strikes.**

During the last 15 years there have been no strikes on any of the Class III railways as well as on the Mysore State Railway and the South Indian Railway. There was only one strike on one of the Class II railways—the Gaekwar of Baroda State Railway—in 1944. The causes and results of the strikes on this and four Class I Railways are summarised below (table XXXVII) from which it can be seen.

(1) that the strike on the Gaekwar of Baroda State Railway was confined to the workshop and the running shed staff in 1944 over the issue of increased dearness allowance and that the demands were conceded by the State,

(2) that both on the Bengal Nagpur Railway and the Jodhpur Railway, there were general strikes over several issues of fundamental importance such as security of service and improvement in working conditions and that the strikers were successful in getting the bulk of their demands met by the management, and

(3) that on the North Western Railway the strikes occurred over the question of wages, holidays and the enhancement of pay and allowances of the temporary clerks.

* In their replies to the *ad hoc* questionnaire, the B. B. & C. I. Railway administration promised to send information on strikes. As this has not yet been received, there is no reference to strikes on the B. B. & C. I. Railway in this report.

(4) The largest number of strikes were on the E.I. Railway. The causes related to revision of grades, promotion, passes, discharge of temporary men, payment of war compensation, extension of dearness allowances, alleged victimisation of strikers, pay for strike periods, inadequacy of wheat supply and poor quality of rice in the grain shops, etc. The majority of the demands of the strikers were conceded by the administration. In almost every case the administration arranged for immediate enquiries. In one case the Conciliation Officer of the Railway had to intervene in order to settle the dispute.

(5) On the G. I. P. Railway, there was a general strike in February 1930 ordered by the G. I. P. Railwaymen's Union on grounds of inadequacy of pay and unsatisfactory service conditions of the employees. The strike was settled by the Railway Board and the All India Railwaymen's Federation.

TABLE XXXVII.

Sl. No.	Name of the Railway.	Causes of the strike.	Duration of the strike.	Results.
1	2	3	4	5
I	<i>Jodhpur Railway.</i>	(a) New rules for eyesight examination which led to discharge of workers. (b) inadequacy of dearness allowance. (c) Insufficiency of housing accommodation. (d) insufficiency of relieving staff. (e) non-recognition of the union. (f) increase in scales of pay which were considered to be low.	Feb. 22nd to 2nd March 1943 (9 days).	Upon the recommendation of a special enquiry committee set up for the purpose, (a) rules were framed for absorbing the staff, who failed in the eyesight test examination. No alteration was made in d. a. as it was common for all state employees. It was decided to build more houses after the war. The case is being examined. Recognition was given to the union. Scales of pay were revised on 1st April 1943 with a retrospective effect.
II	<i>Bengal Nagpur Railway.</i>	(a) demotion of 27 surplus workmen which threatened security of service and grades. (b) introduction of 12 hours' duty in the place of 8 hours' shift. (c) introduction of new scales of pay, new leave rules, new pass rules and the new regulations for promoting the commercial staff. (d) withdrawal of the right of the union to represent individual cases.	(58 days) 14th Dec. 1936 to 10th Feb. 1937 involving 29,000 workers.	The recognition of the union was restored under terms dated 25th April 1939 which included the right to represent individual cases.

Sl. No.	Name of the Railway.	Causes of the strike.	Duration of the strike.	Results
1	2	3	4	5
III	<i>North Western Railway.</i>	(1) A stay-in strike at the Loco, Carriage and Wagon Shop at Moghulpura, the demand being that the Muslim holiday (Id-e-Milad) should be declared on Sunday (23rd May 1937) as it would entitle them to get wages for that day on the score of its being a gazetted holiday and not on Monday (24th May, 1937) in which case they would not get wages for Sunday which was an unpaid holiday. (2) Demand for enhanced pay and allowances by 500 temporary clerks in the accounts branch led to a strike in July 1944.		Certain allowances and concessions have been given for the clerical as well as other staff. They were discharged at first but were taken back after a fortnight.
IV	<i>Gekwar of Baroda State Railway.</i>	The demand by the workshop and the running shed staff for increased dearness allowance and cheap grains.		The demands were conceded by the State.
V	<i>G. I. P. Railway.</i>	A general strike over the question of inadequacy of pay and of unsatisfactory conditions of service of employees generally (February 1930).		Settled by the Railway Board and the All India Railwaymen's Federation as a result of which strikers who returned to duty within a specified period (15th March) were taken back in service. In the case of those who did not return to duty on the 15th, their posts were filled permanently on or after the 17th March by selection committees from among the applicants who offered themselves for work.

VI.—East Indian Railway.

Workshop concerned.	Approximate date and period of strike.	Classes of staff involved.	Causes of the strikes.	How settled.	How far were the demands of strikers satisfied
(1)	(2)	(3)	(4)	(5)	(6)
Locomotive Workshops, Lucknow.	18-6-30 to 23-6-30 ..	Whole shops ..	1. Revision of grades 2. Promotion. 3. Passes.	.. By promising immediate investigation into their grievances.	An enquiry committee was appointed to look into this.
G. & W. Shops, Lucknow	10-3-31—for 4 hours 11-3-31—for 4½ hours.	Partial strike ..	.. As a protest against the discharge of some temporary men.	Not known ..	.. Not known.
Do.	30-11-39—for 1½ hrs.	Nearly 1,500 of the labour staff of all shops.	War compensation to meet increased cost of living, and general betterment of service conditions, such as liberal issue of passes, provision of uniforms to certain menial staff, granting of loans to the extent of 10 months' pay without restriction, observance of Payment of Wages Act, etc., etc.	By promising immediate investigation.	The majority of the demands could not be conceded under the rules.
Do.	16-1-40 to 17-1-40 ..	850 men of Paint Shop ..	Supply of "Tata 501" soap instead of soap bar yellow.	Assurance was given that efforts will be made to obtain Tata 501.	Accepted.
G. and W. Shops Lucknow.	31-7-40 to 1-8-40 upto 10 A. M.	50 men of Wheel-shop ..	Issue of charge sheet to 8 men for drop in output.	Charge sheets withdrawn.	
Locomotive Workshops, Lucknow.	30-10-40 (for 3 hours)	Whole shops excepting supervising staff.	Alleged unfair treatment to certain co-workers in the matter of promotion.	By discussion between Works Manager and the workers.	Certain changes were made in the supervising staff to the satisfaction of workers.
G. and W. Shops, Lucknow.	5-3-41 for 1½ hours ..	300 men of all shops ..	Alleged delay in giving effect to dearness allowance.	Assurance given that as soon as intimation was received, effect would be given.	
Lucknow Running Shed	24-5-41 for about 2 hours.	Shed Mech. staff (i.e., artisans, fitters, boiler-makers and their coolies).	Refusal of Empire Day holiday	As this was not a recognised holiday for sheds, this was not agreed to. This was explained to the workers.	

(1)	(2)	(3)	(4)	(5)	(6)
C. and W. Shops, Lucknow.	25-7-41 for 2 hours ..	A large number of labour staff	Extension of dearness allowance to all staff.	Submission of a representation by the workers.	Not conceded but the dearness allowance was revised from time to time by the Railway Board.
Do.	31-7-41 forenoon ..	120 men of Train Lighting Shop.	Suspension of a co-worker ..	Enquiry held ..	Suspension rescinded.
C. and W. Shops, Lucknow.	31-1-42 for 1 hour ..	400 men of blacksmith shop	Alleged assault by war trainees	Enquiry held ..	War trainees segregated from railway workers.
Locomotive workshops, Lucknow.	4-2-42 (half-day) ..	All workmen in blacksmith shop.	Alleged unfair treatment to certain co-workers in the matter of promotion.	By discussion between Works Manager and the workers.	Certain changes were made in supervising staff, to the satisfaction of workers.
Loco and C. and W. Shops, Lucknow.	22-7-42 to 27-7-42 ..	Whole workshops excepting supervising staff.	(1) Dearness allowance increased. (2) Alleged victimisation of strikers. (3) Pay for strike period (4) Blackmark system.	Meeting between the management, shop delegates and representatives of strikers.	(1) Dearness allowance increased. (2) No action taken against strikers. (3) Strike period treated as leave without pay.
C. and W. Shops, Lucknow.	22-9-42 for 1½ hours ..	300 men of Paint Shop	Late attendance being taken up	Assurance given to look into this.	As the Paint Shops were located at the farther end of the shop far away from the time office, 5 minutes' grace was allowed.
Do.	9-12-42 for 1½ hours ..	Whole shop except supervising staff.	Inadequacy of wheat in grain shop.	Assurance given that everything possible was being done to purchase wheat.	Supply improved.
E. I. R. Works, Talanagar.	8-1-43 to 9-1-43 (11 A.M.) ..	Workshop labour ..	(1) Alleged iniquitous treatment, in that the workshop was not militarised whereas other workshops in the same area were militarised. (2) Inadequacy of dearness allowance.	On an assurance from General Manager that the ban on militarisation having been withdrawn, the workshops would be militarised.	(1) Assurance given effect to. (2) Dearness allowance revised by the Railway Board from time to time.

(1)	(2)	(3)	(4)	(5)	(6)
C. and W. Shops, Lucknow.	10-10-43 A.M. to 20-10-43 afternoon.	Whole shop except supervising staff.	Complaints against the working of grain shops.	Assurance given that this would be looked into. It was only the 4th day of the working of the grain shops under departmental management.	Improvements effected as far as practicable.
Loco, C. and W. Shops and Ticket Printing Press, Lucknow.	31-8-44 to 11-8-44 ..	Whole workshops excepting supervising staff.	1. Objection of workmen to go to civil rationing office for authentication of railway ration cards by civil ration authorities, and certain other demands such as issue of fuel, and rations to dependants from the ration shop, etc. 2. For betterment of service conditions, such as increased dearness allowance, reduction in working hours, revision of new scales, etc.	Intervention of Conciliation Officer for Railways.	All demands met to a reasonable extent to the satisfaction of the majority of the workers. Dearness allowance revised by the Railway Board from time to time.
Stores Depot, Lucknow	2-8-44 to 11-8-44 ..	..	3. Penalisation of strikers and pay for strike period.		No one has been penalised. Period of strike treated as <i>die non</i> .
Loco Shops, Lucknow..	14-8-44 (afternoon) ..	All excepting supervisory staff	(1) Poor quality of rice supplied in lieu of reduction of wheat. (2) For not receiving a reply to their previous representation.	Works Manager discussed with workers.	(1) Arrangements made to improve quality of rice. (2) Reply sent.
Do. ..	18-8-44 to 22-8-44 ..	Do.	Inadequacy of scales of pay ..	By intervention of Conciliation Officer for Railways, strikers resumed work.	Nil
C. and W. Shops, Lucknow.	25-8-44 for 1½ hours ..	All blacksmiths ..	Assault by a workman ..	Matter was looked into ..	Disciplinary action taken against parties involved.

CHAPTER IX.—CIVIL CONDITION AND INDEBTEDNESS.

The enquiry into civil condition and indebtedness of the non-gazetted railway staff was confined to workers who earned Rs. 100 or below per month. It covered 1,346 samples in ten selected centres on the sampled railways. As the data relating to literacy, age distribution, martial condition and religion will not be representative of the workers on all railways, I have analysed only the statistics pertaining to the size of the family and indebtedness. The following table shows the number of samples covered in each of the selected centres on the sampled railways :—

TABLE XXXVIII.

G. B. S.		G. I. P. and B.P.T.		S. I. R.		B. N. R.		N. W. R.	
Centre.	Samples.	Centre.	Samples.	Centre.	Samples.	Centre.	Samples.	Centre.	Samples.
Goya Gate.	100	Bombay and Nar-singpur.	213	Villupuram, Shoranur and Mad-ras.	66 98 and 109	Kharag-pur, Chakra-dharpur	182 100	Lahore	437
								Dina-nagar.	41

Size of the Family.—The percentage distribution of workers according to the number of dependants supported by them in different centres shown in the following table reveals two interesting features. Firstly, the percentage of workers without dependants is exceptionally high at Lahore, Dinanagar and Goyagate. According to the information given by the workers in these centres, there is a great scarcity of houses, and therefore many are obliged to live alone, which perhaps has an adverse effect on the size of family or the number of dependants supported by them. The same trend is noted in another crowded city like Bombay, though the percentage is only 4.2. A rural centre like Villupuram on the South Indian Railway records trends similar to those in Bombay ; but the reason here is different. Many of the samples, according to enquiries, were emigrants from distant districts and have been living alone for several years.

Secondly, the modal size of the family is 3 to 4 dependants in all centres other than those on the South Indian Railway, where it is 5 to 6, due largely to the joint family under which workers live.

TABLE XXXIX.

Showing the percentage distribution according to the number of dependants supported by them in the selected centres.

Railway.	Centre.	Nil	1—2.	3—4.	5—6.	7 and over	Total
1. S. I. Railway ..	Madras	1.8	18.3	33.9	32.1	13.9	100
	Shoranur	2.0	9.2	13.3	28.6	46.9	100
	Villupuram	4.5	18.3	16.6	31.8	28.8	100
2. G. I. P. and B. P. T. ..	Bombay	4.2	27.2	37.1	21.6	9.9	100
	Dinanagar	7.3	7.3	46.3	34.1	5.0	100
3. N. W. R. ..	Lahore	10.0	24.3	29.8	25.4	10.5	100
	Goyagate	7	30	37	15	11	100
4. G. B. S. ..	Chakradharpur ..	1	8	34	37	20	100
	Kharagpur	..	7.7	52.7	30.3	9.3	100

Indebtedness.—The correlation between the size of the family and indebtedness is forcibly brought out by the data in the table below. Shoranur, where 46.9 per cent. of the workers have 7 or more dependants, records the lowest percentage (19.4) of persons free from debt. Lahore, where 10 per cent. of workers have no dependants to support, records the highest percentage (74.6) free from debt. A similar trend is noticed in the case of Goyagate and Dinanagar.

With regard to the total amount of debt it is seen that there are wide variations from centre to centre. The percentage of persons with debt below Rs. 50 is the lowest in Lahore and highest in Goyagate followed by Dinanagar. The percentage of persons with debt over Rs. 200 is, however, the highest in Lahore followed by Chakradharpur (B.N.R.) and Villupuram (S.I.R.).

TABLE XI.

Showing percentages of persons in debt and free from debt and the distribution of indebted persons in specified groups.

Centre.	(2) Persons in debt.		(3) Persons free of debt.		(4) Debt upto Rs. 50.		(5) Debt between Rs. 51 and Rs. 100.		(6) Debt between Rs. 101 and Rs. 200.		(7) Debt over Rs. 200.	
	No.	% to total.	No.	% to total.	No.	% to Col. 2.	No.	% to Col. 2.	No.	% to Col. 2.	No.	% to Col. 2.
(1)												
Lahore ..	111	25.4	326	74.6	3	2.7	18	16.2	23	20.7	67	60.4
Goyagate ..	35	35	65	65.0	10	28.6	11	31.4	8	22.9	6	17.1
Dinanagar ..	15	36.6	26	63.4	4	26.65	4	26.65	6	40.0	1	6.7
Bombay and Nar-singpur.	148	69.5	65	30.5	20	13.5	24	16.2	45	30.4	59	39.9
Villipuram ..	51	77.3	15	22.7	4	7.8	10	19.6	11	21.6	26	51.0
Shoranur ..	79	80.6	19	19.4	6	7.6	21	26.6	24	30.4	28	35.4
Madras ..	67	61.5	42	38.5	4	6.0	14	20.9	26	38.8	28	31.
Kharagpur ..	129	70.9	53	29.1	30	23.3	27	20.9	26	20.2	46	35.6
Chakradharpur ..	63	63.0	37	37.0	15	23.8	10	15.9	5	7.9	33	52.4

Causes of Indebtedness.—An analysis of the causes of indebtedness shows that borrowings for domestic needs constitute the largest percentages of total debt among the samples in the selected centres on the S.I. Railway—obviously because of the large number of dependants supported. Though the number of dependants supported by the samples at Goya Gate (G.B.S.) is small, 42.3 per cent. of their borrowings are for domestic needs ; this is due to the very low scale of their wages. Borrowings for marriages figure prominently at Chakradharpur, Dinanagar, Kharagpur and Bombay. Sickness accounts for a very high percentage (34.3) of total debt at Dinanagar—the place is said to be malarious. The incidence of borrowings for sickness is also fairly high at Lahore, Goya Gate and Bombay, due largely perhaps to lack of housing accommodation, and other social evils connected with overcrowding and congestion. Litigation appears to be another important cause of borrowings in certain centres like Lahore, Villupuram and Madras. The absence of borrowing for productive purposes except to a small extent in the two centres on the B.N. Railway is very striking. The average amount of debt and the percentage of indebtedness by causes are shown in the following table.

TABLE XI.L

Average amount and percentages by causes (within brackets) of indebtedness.

Cen.re.	Marriage.	Sickness.	Death.	Purchase of land.	Litigation.	Domestic needs.	Ancestral.	Miscellaneous.
Lahore ..	325 (18)	338 (17.6)	246 (2.2)	..	2,993 (19.1)	235 (32.7)	150 (0.3)	1,162 (10.1)
Goyagate ..	134.1 (16.3)	450 (18.2)	125 (18.2)	..	125 (5.0)	100 (42.3)	..	..
Dinanagar ..	20.2 (49.5)	14.0 (34.3)	..	..	..	55 (16.2)	..	..
Bombay and Narsingpur ..	327 (40.9)	195 (15.2)	188 (4.5)	40 (0.1)	79 (1.5)	190 (27.8)	121 (3.4)	933 (6.6)
Villupuram ..	486 (21.3)	80 (0.4)	..	..	1,000 (17.9)	294 (46.1)	227 (9.2)	575 (5.1)
Shoranur ..	458.3 (13.43)	212.5 (4.2)	75 (0.7)	..	304 (7.4)	220.0 (67.7)	450 (4.4)	225 (2.2)
Madras ..	324 (27.4)	183 (3.1)	190 (5.4)	..	255 (14.4)	202 (46.8)	500 (2.9)	..
Kharagpur ..	428 (48.5)	22. (8.1)	313 (3.2)	293 (8.3)	170 (1.3)	197 (39.7)	..	450 (1.2)
Chakradharpur ..	502 (54.0)	217 (2.8)	35 (0.3)	395 (6.8)	..	170 (38.4)	700 (3.0)	400 (3.2)

Rates of interest charged.—With regard to interest charges, the following general conclusion may be given from the data in the previous tables. Loans free of interest form the largest percentages at Lahore and Dinanagar, the reason for this being the Islamic injunction against charging interest among many of the Muslim lenders of money.

The percentage of loans bearing interest at 18-1/2 per cent. is the highest at Goyagate, where the railway Administration has not provided any co-operative society. 33.7 per cent. of loans at Bombay and 38.5 per cent. of loans at Kharagpur pay interest charges at over 37-1/2 per cent.—‘*Pathan*’ moneylenders being prominent in these two centres. Everywhere there is a need for extending the facilities of providing loans at lower rates of interest to the lower paid non-gazetted staff on railways. The available data of percentage of debt at different rates of interest are given in the following table.

TABLE XLII.

Centres.	Free of interest.	Upto 6½%	6½% but less than 12½%	12½% but less than 18·3/4%	18·3/4% but less than 37½%	Over 37½%	Land mortgage
Lahore ..	50·7	4·8	19·6	2·9	20·5	1·5	..
Goyagate ..	17	8·1	6·1	10·7	34·5	23·6	..
Dinanagar ..	48	..	32·8	..	19·2	..	..
Bombay ..	4·1	27·8	15·3	0·5	9·7	33·7	8·9
Villupuram ..	2·1	25·6	65·5	2·2	..	4·6	..
Shoranur ..	6·5	62·6	19·5	0·9	5·1	5·4	..
Madras ..	4·9	26·6	55·5	10·1	2·9	..	..
Kharagpur ..	1·6	13·1	39·9	0·5	6·4	38·5	..
Chakradharpur ..	0·3	0·9	77·1	..	0·8	20·9	..

Co-operative Societies.—Co-operative societies have played an important part in the provision of loans at low rates of interest and the Railway Administrations have not been slow to organise these institutions for the benefit of their workers. On the four railways under the management of Messrs McLeod & Co., workers are given loans by the Railway Institute itself. On the Scindia State Railway, the staff are given loans by the State. On the Matheran Light Railway, the staff are given loans by the administration. On most of the other railways, co-operative societies are functioning and the following account relates to a few of them with a view to examining their role in the matter of provision of credit and reduction of indebtedness among railway workers. I have had discussions with the personnel officers of a few railways and I was startled to find that employees borrowed both from co-operative societies and moneylenders. This is an undesirable state of affairs and attempts should be made to remove it and to see that the workers do not mis-spend the loans.

1. *South Indian Railway Employees' Co-operative Credit Society Limited.*—Started as early as 1919, the S.I.R. Employees' Co-operative Credit Society has recorded a marked increase in membership; the membership in 1943-44 being 24,519 as against 1,750 in 1919-20. Temporary employees are, however, ineligible for membership. The administration of the society is carried on by a Board of Management consisting of the General Manager and the Chief Auditor as the *ex-officio* chairman and vice-chairman respec-

tively, one member nominated by the General Manager and seven members elected by the general body. The presence of the General Manager and the Chief Auditor on the Board of Management is of course an effective safeguard against any maladministration, while the predominance of elected members ensures the democratic character of the co-operative institution. Nevertheless it is said that there is considerable difficulty in getting loans sanctioned owing to the influence of the official element in administration. Bye law No. 34 provides that "application for loans shall be in the prescribed form and shall be accompanied by a true statement of the applicant's indebtedness to other parties and shall be countersigned by his district officer or by the head of the applicant's department".

The amount of loans that may be sanctioned by the committee of management depends upon the length of the service and the salary of the employee. According to bye law No. 38, employees drawing a monthly salary of Rs. 15 and below are eligible for a maximum loan of Rs. 100, if under 15 years' service, provided a permanent employee drawing a salary of not less than Rs. 15 per month or not less than 10 years' service stands as a surety. Employees drawing a salary of over Rs. 15 per month are eligible for a loan upto 10 months' pay, subject to a maximum of Rs. 1,000, provided the surety is a permanent employee subscribing to the Railway provident fund, having a salary of not less than one third of that of the borrower. Employees requiring loans in excess of 10 months' pay or Rs. 1,000 have to provide two sureties to the extent of 12 months' salary or half a month's salary for each year of service may be given accommodation upto Rs. 3,000. The general feeling among the workers is that these restrictions considerably add to the difficulties of employees borrowing from the co-operative society. Of late there has been a fall in the number of loans as well as the amounts disbursed as will be borne out by the following figures :—

TABLE XLIII.

Year.						No.	Amount.		
							Rs.	AS.	P.
1941-42	..	..	..	..	..	10,500	26,23,755	0	0
1942-43	..	..	..	..	..	10,247	25,44,734	0	0
1943-44	..	..	..	..	..	9,076	23,57,305	8	0

The society runs also a Mutual Retirement Benefit Fund in order that provision may be made for payment of benefit to employees on their retirement or for their families, should they die during their service. Membership of the fund is restricted to the members of Co-operative Credit Society and the minimum monthly subscription to be contributed by each member shall be in relation to his monthly salary as per scale given below and a member can contribute upto any amount at his option.

			Rs.	A.	P.
For employees drawing upto Rs. 40 per mensem	..	..	0	8	0
For employees drawing between Rs. 41 and Rs. 99 per mensem	..	..	1	0	0
For employees drawing Rs. 100 and above per mensem	..	..	2	0	0

The sums at the credit of the members are paid to them with compound interest at 3-1/2 per cent. per annum on their retirement or to their nominees in accordance with the declarations made by them.

The following figures show that the fund is becoming popular :—

TABLE XLIV.

Year ending 30th June.						Number of members.	Amount at the credit of the fund.		
							Rs.	AS.	P.
1943	..	..	..	..	..	3,410	63,075	11	0
1944	..	..	..	..	..	12,125	1,91,097	7	0

2. *G.I.P. Railway Employees Co-operative Bank Ltd.*—Membership in the G.I.P. Railway Employees Co-operative Bank Ltd. is open to all employees above the age of 18, whether temporary or permanent. No loan is, however, granted to railway employees with less than five years' service and temporary railway employees are eligible for loans only when they have put in not less than 8 years' service and are subscribers to the provident fund. A member drawing a monthly salary under Rs. 30 is not accepted as surety. Subject to these conditions, the scale of loans is determined as follows :—

(a) Maximum of six months' pay to applicants with 10 years' service and under.

(b) Maximum of eight months' pay to applicants with service exceeding 10 years upto 15 years.

(c) Maximum of ten months' pay to applicants with service exceeding 15 years upto 20 years.

(d) Maximum of twelve months' pay to applicants with service exceeding 20 years.

(e) The maximum in each of these cases is subject to Rs. 5,000 in special cases with the sanction of the chairman in addition to that of eight directors.

The following figures show the membership and the number of loans disbursed by the bank during the past three years.

TABLE XLV.

Year.						Membership.	Number of loans disbursed to	
							Inferior staff.	Others.
1942	..	..	..	..	..	30,263	4,106	5,367
1943	..	..	..	..	..	30,689	3,611	5,010
1944	..	..	..	..	..	31,125	3,676	5,075

Out of the net profits of this bank have been constituted three funds to give relief to the employees. The first fund known as " Sir Lawless Hepper Relief Fund " is made up of annual appropriations of 15 per cent. of the net profits of the bank. 75 per cent. of the fund is utilized for the purpose of granting relief to share-holders in pecuniary distress and 25 per cent. for granting relief to widows, minor children or widowed mothers of deceased share-holders left in indigent circumstances. The maximum amount of loans that can be granted to share-holders in pecuniary distress is Rs. 500 or nine months' salary whichever is less and is repayable without interest through pay-

sheets in not more than 48 monthly instalments. The applications are to be sent through the Heads of Departments and no share-holder is given the benefit of this fund more than once. The amount of relief to widows, children and widowed mothers left in indigent circumstances is not more than Rs. 300 in each case. The following details show the transactions of the fund during the past three years :—

TABLE XLVI.

Year	Loans advanced.		Relief to widows, etc. (number).	Balance at the end of the year. (Rs.)
	share-holders in distress. No.	Amount. (Rs.)		
		Rs. A. P.		Rs. A. P.
1942	63	18,418 0 0	1	49,289 0 0
1943	42	11,664 4 0	3	62,270 0 0
1944	43	33,704 0 0	6	72,435 0 0

The second fund known as “ Frank Clark Educational Purposes Fund ” is made up of annual appropriations of 5 per cent. of the net profits of the bank with the object of giving grants for educational assistance to children of shareholders. The following statement gives details of the transaction of the fund :—

TABLE XLVII.

Year.	Grants.		Balance. (Rs.)
	No.	Amount. (Rs.)	
		Rs. A. P.	Rs. A. P.
1942	32	1,453 0 0	17,590 0 0
1943	44	2,019 3 0	20,471 5 0
1944	47	2,641 4 0	22,204 7 0

The third fund, known as “ G. E. Cuffe Petty Loans Fund ” is made up of a sum of Rs. 25,000 transferred from the General Purposes Fund of the bank in 1943, to which is added every year 5 per cent. of the net profits of the bank. Assistance from this fund is restricted to shareholders drawing a monthly salary of Rs. 170 and under and the amount of the loan granted per shareholder is Rs. 30 or half a month's salary whichever is less.

3. *Bombay Port Trust Employees' Co-operative Credit Society.*—Started in 1927, the Bombay Port Trust Employees' Co-operative Credit Society had a membership of 4,002 in 1943-44. The administration of the society is carried on by the committee of management of 14 members. The following shall always be *ex-officio* members and shall not be liable to retirement by rotation—

(a) The Chairman, Bombay Port Trust, shall be the chairman of the committee.

(b) The Chief Engineer or Secretary, Bombay Port Trust, shall be the vice-chairman of the committee.

The Committee shall always include 4 members who shall be nominated yearly by the Chairman, Bombay Port Trust and who shall be shareholders and 10 other members will be elected by the shareholders from the different departments.

Loans are given only to shareholders, "with the previous consent of the Head of the Department in which he is employed, and the amount payable is upto ten times the face value of the fully-paid up share or shares held by him, subject to a maximum of Rs. 5,000. In special cases, a larger loan may be granted on the vote of not less than 8 members of the Committee of Management, and where the loan exceeds Rs. 5,000 with the Registrar's sanction". The committee may at their discretion require two or more sureties before sanctioning any loan.

Loans are repayable in equal monthly instalments with interest and shall be fully repayable in 12 to 60 months, the number of instalments being calculated on the basis that no man's instalments, excluding interest, should ordinarily exceed 25 per cent. of his substantive pay. In 1943-44, the society granted 1,221 loans amounting to Rs. 5,36,174 as against 1,027 amounting to Rs. 3,80,523 in the previous year. The rate of interest charged on loans is 6-1/4 per cent. per annum.

The society also runs a savings bank to promote thrift. The number of depositors at the end of the year 1941 was 975 with a total of Rs. 4,91,196|12|-. By the end of 1944, the number had risen to 1,167 and the amount to Rs. 6,67,867.

4. *The Jackson Co-operative Bank of B. B. & C. I. Railway Ltd.*—The Jackson Co-operative Bank was established in 1912. It is administered and controlled by a committee of management at Bombay, with the General Manager, B. B. & C. I., as the Chairman, and 15 members elected from the different departments of the railway. Provision has also been made for co-opting up to three members on nomination by the chairman. The membership of the Bank is open to all employees of the B.B. & C.I. Railway and the staff of the Co-operative Bank.

Loans may be granted to a member for any purpose approved by the committee of management. Every applicant for a loan must present one surety, if the amount of loan is less than Rs. 20 and two sureties in other cases. If the funds permit, the committee of management may grant a loan to a member, not exceeding 50 times the value of shares held by him, subject to a maximum of Rs. 5,000 or nine months' pay, whichever is less, provided that not less than eight members of the committee of management vote in favour of this enhanced limit. A loan upto a maximum limit of Rs. 30 or 9 months' pay, whichever is less, may be issued to a member drawing a salary of Rs. 35 p.m. and under.

To meet the security deposit required by the railway administration, a special loan upto a maximum limit of 10 months' pay or the amount of security deposit, whichever is less, repayable in 48 equal monthly instalments, may also be issued to a member in addition to the ordinary loan that may be admissible to him. A special loan called the 'Debt Redemption Loan', not exceeding 18 months' pay or Rs. 10,000 whichever is less, may be granted to a member on such conditions and rules as may be laid down by the committee of management. This special loan is not granted in addition to the ordinary loans. The loan may be repaid in any number of equal instalments in multiples of six. 20 per cent. of the net profits of the bank are transferred to the

Staff Welfare Fund of the B.B. & C.I. Railway to be administered by the General Manager and the Silver Jubilee Benevolent Fund. The power to administer the latter shall vest with the committee of management. The object of this fund is to ameliorate the condition of widows and children of deceased members drawing a salary of Rs. 80 per mensem and under, who may be left in indigent circumstances. Widows and minor children of members of the Bank, who have put in at least 10 years' service shall be eligible for assistance from the fund. The amount of financial assistance that shall be rendered from the fund will depend on the merits of each case and shall ordinarily be limited to six months' substantive pay of the employee.

Workers' Insurance Funds.

It is instructive to find that certain unions on a few railways have organised and are running insurance schemes for the benefit of their members. After the passing of the Indian Insurance Act of 1938 these funds have been brought under state supervision and this has of course enhanced the popularity and the utility of these insurance schemes. We give below a brief account of the schemes in operation under the management of the unions on the B. & A. and the B. N. Railways.

The Bengal and Assam Railway Employees' Co-operative benefit Society Limited.—The B. & A. Railway Employees' Co-operative Society was established in June 1932. It is run on the lines of a life insurance company. The membership of the society is open to all employees of the B. & A. Railway who are also members of the B. & A. Railway Employees' Association and who have not attained more than 50 years of age.

The management of the society is vested in an executive committee consisting of 15 members including the president, the vice-president, the secretary, the assistant secretary and the treasurer. The president is annually nominated by the central executive committee of the B. & A. Railway Employees Association. The other office bearers and members of the executive committee are elected at the annual general meeting.

A member shall continue to pay his subscription to the society regularly upto 55 years of age or for the period of endowment for 'D' class members.

There are five classes of members, namely (1) 'Special' (2) "A" (3) "B" (4) "C" and (5) "D". Membership in Class "D" shall not be accepted unless the applicant is already a member in any other class. The sums assured under each class are as follows :—

							Rs.
"Special" Class	—	..	..	Sum	assured	..	1,000
"A"	"	..	..	"	"	..	500
"B"	"	..	..	"	"	..	250
"C"	"	..	..	"	"	..	125
"D"	..	..	..	"	"	..	1,000; 500; 250; 125

The sums assured are payable at the end of the specified term of years or at death. The executive committee may make an advance payment, at their discretion, to the person or persons nominated within 15 days, not exceeding 1/3rd of the sum assured and the balance of the claim on formal proof of death. The amount of benefit payable on completion of 55 years of age or at the expiry of the period of endowment or at death after 2 years of regular membership, whichever is earlier, shall be the sum assured with accrued bonus. In

case of death within two years of regular membership, benefit shall ordinarily be paid as per following schedule.—

<i>Period.</i>	<i>Scale of Payment.</i>
Upto 12 months of membership ..	The subscription actually paid.
Over 12 months—upto 15 months ..	Twice the subscriptions actually paid plus an amount equal to half of the subscriptions paid, but the latter not to exceed 2-1/2 per cent. of the sum assured.
Over 15 months—upto 18 months ..	Twice the subscriptions actually paid plus an amount equal to the subscriptions paid; but the latter not to exceed 5 per cent. of the sum assured.
Over 18 months—upto 21 months ..	Twice the subscriptions actually paid plus an amount equal to one and half times the subscriptions paid but the latter not to exceed 7-1/2 per cent. of the sum assured.
Over 21 months—upto 2 years ..	Twice the subscriptions actually paid plus an amount equal to double of the subscriptions paid, but the latter not to exceed 10 per cent. of the sum assured.

The following table shows the progress of the society at a glance from its inception :—

TABLE XLVIII

Year.	No. of new cases.	Business completed.	Premium collected.	Expense ratio.
1932-33 (10 months)	270	1,01,250	2,659	7.58%
1933-34	145	77,550	4,930	9.11%
1934-35	176	80,125	7,016	12.46%
1935-36	214	41,125	9,129	14.34%
1936-37	331	78,875	12,234	12.76%
1937-38	552	2,29,375	18,781	15.89%
1938-39	523	4,19,500	27,853	14.52%
1939	313	1,99,625	25,984	14.46%
1940	221	1,60,875	38,095	13.90%
1941	661	5,63,500	43,558	15.27%
1942	359	3,12,250	55,530	20.20%
1943	2,058	19,05,625	1,09,242	13.93%

“ *Benefit Fund* ” of the *B.N.R. Indian Labour Union*.—The Benefit Fund of the B.N.R. Indian Labour Union is run on the lines of B. & A. Railway Employees Co-operative Benefit Society Ltd. Membership in the Fund is open to employees of the Bengal Nagpur Railway and to the staff and officials of the institutions connected with the B. N. Railway and the B. N. Railway Indian Labour Union.

No one whose age exceeds 40 years shall ordinarily be eligible for admission as a member of the fund. The admission of the person whose age exceeds 40 will require special permission of the executive committee subject to the approval of the actuary.

No one who is more than 35 years of age on the date of his enrolment to the fund shall be eligible for "Full Benefits" unless he has completed twenty years' membership in the fund. To others, only a proportionate benefit is given.

The sum assured shall be as follows :—				Rs.
Class A	..	..	..	1,000
Class B	..	..	..	500
Class C	..	..	..	250
Class D	—	—	—	125

The admission fee payable by a policy-holder shall be Rs. 4 per thousand or multiples thereof of the sum assured at the time of admission to the fund; while subscription is payable at Rs. 2 per thousand or multiples thereof.

Loans are also granted, on security of the policy, otherwise unencumbered, upto 90 per cent. of the surrender value for a sum not less than Rs. 25, provided the policy is kept in force. The interest on loans is charged at 6-1/4 per cent. per annum subject to the approval of the consulting actuary or otherwise usually at 7-1/2 per cent.

The administration of the fund is vested in an executive committee consisting of a president, a vice-president, a secretary, two trustees, one of whom shall be the treasurer of the fund, and 18 members who must be subscribers to the fund. The president of the B.N.R. Indian Labour Union is the ex-officio president of the fund. The following statement gives a few important details relating to the transactions of the fund :—

TABLE XLIX.

Year					New policies (Number).	Sums assured. Rs.	Life fund (amount). Rs. AS. P.		
1941-42	..	..	..	..	210	1,11,000	7,18,933	12	7
1942-43	..	..	..	..	212	1,63,250	8,09,408	3	6
1943-44	..	..	..	..	1,405	10,61,195	8,03,109	2	8
1944-45	..	..	..	..	2,385	20,29,075	Not available.		

Bengal Nagpur Employees' Provident Insurance Society.—The Bengal Nagpur Employees' Provident Insurance Society is registered under the Insurance Act, 1938. The management of the affairs of the Society is vested in the executive committee. The number of members of the committee shall not be less than nine and not more than eleven. No member is eligible to serve on the committee unless he has continuously been a member of the society at least during the three preceding years. The committee appoints one of their body as honorary secretary and one as honorary treasurer and such other office bearers as may be considered necessary. All officers and office bearers of the society shall work in an honorary capacity. According to the latest available actuarial report for the year ending 31st December 1943, 137 proposals for insurance amounting to Rs. 68,000 were received. The total life assurance fund was Rs. 1,40,250|2|9 as against Rs. 1,15,361|7|10 or an increase of 21.5 per cent.

CHAPTER X.—HOUSING.

The general policy with regard to housing of railway employees, as laid down by the Railway Board is to provide houses only to those who are required, for special reasons, to live close to their places of work (the medical staff, station staff, running staff, carriage and shed staff, and those employed on the permanent way) and in those cases where private enterprise would not be forthcoming to meet the demand for housing.* In the light of this policy and in view of the absence of any scheme of provision of housing by Government or any other public agency and the difficulties of the workers themselves constructing their own houses, it is obvious that the existing housing accommodation for railway workers would be considerably limited. Hence, many are obliged to live in houses constructed by private landlords. The general feeling among the workers is that quarters should be provided for all categories of staff.

Percentage of employees housed.—Full details regarding the percentage of employees housed at present in railway quarters are not available. The G.I.P. Railway reports that 23 per cent. of its workers have been provided with houses. On the Bengal Nagpur Railway, the percentage is 51. The East Indian Railway reports that 50 per cent. of its workers, excluding the clerical and workshop staff, have been provided with quarters. If the statistics supplied by these three Class I Railways are representative of the conditions on other Class I Railways, it is clear that an appreciably large percentage of their staff are not given the benefit of accommodation in railway quarters. The only other Class I railway which has replied to this question, viz., the Jodhpur State Railway, notes that 80 per cent. of its workers have been provided with houses. The position seems to be fairly satisfactory on Class II and Class III railways as can be seen from the following data :—

TABLE L.

Showing the percentage of workers housed on different railways which have replied to the questionnaire.

Class I.		Class II.		Class III.	
Railways.	Percentage housed.	Railways.	Percentage housed.	Railways.	Percentage housed.
G. I. P. ..	23	Barsi Light.	80	Bombay Port Trust.	
E. I. R. ..	50 excluding clerical (2,500) and work- shop (20,000) staff.	Mewar	On the line 100%. Office and workshop staff, 50%.	Permanent staff drawing up to Rs. 300. (a) Clerical ..	20
B. N. R. ..	51			(b) Outdoor ..	58
Jodhpur State Rly.	88			Temporary staff drawing between Rs. 50 and Rs. 300.	Nil.
N. W. R. ..	38 (approximately).			Clerical and out-door ..	1·6
				Under Rs. 50 ..	33·4
				Daily-rated ..	17·8
				Matheran ..	80
				Meleods ..	100
				Mewar (On line) ..	100
				(Others) ..	50
				Jagadhari ..	47·3

* Memorandum submitted to the Royal Commission on Labour in India, p. 42.

The scale of accommodation varies on different railways but the following details give a general idea of the standard of housing provided for different categories of non-gazetted staff drawing up to Rs. 100 per mensem :—

Menials.—One room of 80 to 120 sq. ft. in area ; a verandah of 45-55 sq. ft. and sometimes a courtyard of 100 sq. ft. in area. In some cases, a kitchen is provided, e.g., Bombay Port Trust Railway. On the South Indian Railway, one of the types has two rooms of 200 sq. ft. in area and also a latrine.

Skilled Artisans.—One or two rooms of 140 to 200 sq. ft. in area ; a verandah of about 100 sq. ft. and in some cases a courtyard. In some cases a bath room (e.g., B. N. Railway) and a kitchen (B.B. & C.I. Railway) are provided. On the South Indian Railway, the rooms have an area of 280 sq. ft. in one type and 385 sq. ft. in another with verandahs of 120 sq. ft. and 250 sq. ft. respectively. These houses also have stores, kitchens, baths and latrines.

Junior Subordinates.—Two rooms with a total area 200 to 310 sq. ft., one or two verandahs of 100 to 200 sq. ft., kitchen, 40 to 76 sq. ft. and, in some cases, courtyard, bathroom or bathing place and store. In some cases, separate water-closet (flush-out latrine) is provided, e.g., Bombay Port Trust. On the South Indian Railway, one type has 4 rooms of 600 sq. ft. with verandahs of 420 sq. ft., store, bath, and latrine.

Subordinates.—2 to 5 rooms with a total area 300 to 1,600 sq. ft., one or more verandahs, kitchen, bath, store and in some cases a courtyard. In some cases, separate water-closet (e.g., Bombay Port Trust and B.B. & C.I.) and outhouses (B.B. & C.I. and S.I.) are provided. On the South Indian Railway, one type has 5 rooms of 1,160 sq. ft., verandah of 1,150 sq. ft., store of 76 sq. ft. and kitchen of 120 sq. ft.

For a detailed study of housing conditions in the selected centres on the sampled railways, information was collected by my investigating staff in respect of the number of rooms, density of occupancy and the available amenities of water, light, drainage, etc. The following table shows the centres selected and the number of samples surveyed in each centre. The samples covered both private and railway quarters.

TABLE II.

Railways.	North Western.		Bengal Nagpur.		Baroda State.	
	Lahore.	Dinanagar.	Kharagpur.	Chakradharpur	Goya Gate.	
Samples	450	76	63	61	81	

Railways.	Bombay Port Trust	Great Indian Peninsula.		South Indian.		
	Bombay.	Bombay.	Narsingpur.	Villupuram.	Madras.	Shoranur.
Samples	45	84	23	68	69	70

As the enquiry was confined to non-gazetted staff drawing upto Rs. 100 per mensem, the vast majority of houses surveyed are one-room dwellings only. The percentages of such one-room dwellings are necessarily higher in a rural than in an urban centre. On a Class III railway, like the Bombay Port Trust Railway, all the sampled houses are one-room dwellings only. In big urban centres like Lahore, Madras and Goya Gate there is a small percentage of houses with 3 rooms and more. It may be mentioned here that some of the houses with 3 or more rooms at Goya Gate were private houses. The following table shows the percentages of the different sizes of dwellings in each of the selected centres.

Density of Occupancy.—The first important feature of railway houses, as in the case of private houses, is the higher density of occupancy in one-room dwellings as against dwellings with two rooms and more. The highest density of occupancy is noticed in the rural centre of Dinanagar on the N. W. Railway and the urban centre of Madras on the S. I. Railway as will be evident from the following table.

The second important feature of railway quarters is the very high percentage of habitable rooms to the total number of rooms and the percentage of occupants to total number of occupants in one-room and two-room dwellings as compared with dwellings with 3 rooms and more (Table LIV). This shows that, in houses containing 3 rooms and more, there are only a few habitable rooms and that the remainder are utilized for various other purposes such as bath, kitchen, store, etc.

Though the majority of houses surveyed are one roomed or two roomed it is instructive to find a fairly high percentage of dwellings possessing verandahs and courtyards.

With regard to water supply it is seen that there are no separate taps attached to almost all the houses surveyed. Water supply is, however provided by means of common taps or wells. It was complained to the investigating staff that this supply was inadequate. There is no provision for electric lighting except in the centres on the N. W. Railway, Baroda State Railway and S. I. Railway, though the percentage of houses benefited is small.

TABLE LIII

Size of dwellings.	North Western.		Bengal Nagpur.		Baroda State.	Bombay Port Trust.	Great Indian Peninsula.		South Indian.		
	Lahore.	Dina-nagar.	Kharagpur.	Chakra-dharpur.	Goya Gate.	Bombay.	Bombay.	Bombay.	Villupuram.	Madras.	Shoranur.
One room	4.7	3.7	6.3	5.4	4.9	4.2	4.9	3.9	4.9	3.3	5.4
Two rooms	2.6	2.7	3.7	3.5	2.0	..	..	3.6	2.9	2.3	3.1
Three "	2.0	2.0	..	3.9	1.2	..	..	..	..	2.5	2.9
Four "	1.6	..	..	1.8	1.1	..	..	..	..	1.5	..
Five "	1.5	..	..	..	0.8	..	..	..	..	..	..
Total	3.0	4.0	..	..	2.7	4.2	4.9	3.9	3.8	3.9	3.2

TABLE LIV

Size of dwellings.	North Western.				Bengal Nagpur.				Baroda State.		Bombay Port Trust.		Great Indian Peninsula.				South Indian.					
	Lalora.		Dinanagar.		Kharagpur.		Chakradharpur.		Baroda.		Bombay.		Bombay.		Bombay.		Vilupuram.		Madras.		Shoranur.	
	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2
	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2	1	2
One room ..	31.2	48.6	64.0	73	53.7	69.5	26.7	36.2	37.3	65.9	100	100	100	100	100	100	47.8	60.9	56.0	74.8	38.1	52.5
Two rooms ..	39.0	33.7	24.0	20	46.3	30.5	57.4	50.4	31.3	23.5	..	..	..	..	..	..	52.2	39.1	33.0	19.3	51.3	40.0
Three "	13.4	9.2	12.0	7	..	..	11.9	11.7	13.4	6.0	..	..	..	..	..	..	..	..	6.6	4.2	10.6	..
Four "	12.6	6.5	..	..	..	..	4.0	1.7	6.0	2.4	..	..	..	..	..	..	..	..	4.4	1.7	..	..
Five "	3.8	2.0	..	..	..	..	..	..	12.0	3.2	..	..	..	..	..	..	..	..	..	..	..	..

(1) This represents the percentage of habitable rooms to total number of rooms.

(2) This represents the percentage of occupants to the total number of occupants.

TABLE LV.

Amenities.	North Western.						Bengal Nagpur.						Baroda State.			Bombay Port.		
	Labore.			Dinanagar.			Kharagpur.			Chikradharpur.			Baroda.			Bombay.		
	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.	All.	One room.	Two rooms.
Subsidiary	4.0	0.4	1.4	10.0	12.5	Nil	23.8	4.5	68.4	41.0	3.7	69.0	12.3	16.0	9.5	Nil	Nil	Two rooms.
Verandah	50.2	42.9	55.4	35.0	25.0	66.7	100	100	100	85.2	66.6	100	71.6	88.0	42.9	24.4	24.4	Nil
Courtyard	49.8	43.2	53.1	25.0	6.2	100.0	100	100	100	85.2	68.6	100	46.9	48.0	52.4	Nil	Nil	Nil
Kitchen...	15.6	3.4	19.6	15.0	Nil	66.7	46.7	54.5	31.6	34.4	Nil	55.2	37.0	20.0	52.4	13.3	13.3	Nil
Bathroom	7.8	Nil	4.1	10	Nil	33.3	Nil	Nil	Nil	3.3	Nil	Nil	23.5	20.0	23.6	100	100	Nil
Latrines	92.4	94.5	91.2	15	Nil	66.7	87.3	81.8	100	100	100	100	100	100	100	100	100	Nil
Water Supply	12.7	1.3	12.2	Nil	Nil	Nil	20.6	Nil	68.4	44.3	25.9	58.6	28.4	4.0	57.1	Nil	Nil	Nil
Electric Light	16.7	8.4	20.3	55.0	56.2	33.3	Nil	Nil	Nil	Nil	Nil	Nil	16.0	4.0	28.6	Nil	Nil	Nil
Drainage (Satisfactory)	64.9	60.1	83.2	5.0	Nil	Nil	16.7	18.4	Nil	49.2	22.2	69	18.5	Nil	38.0	84.4	Nil	Nil
Ventilation (Satisfactory)	62.0	56.5	76.4	30.0	25.0	33.3	38.1	11.3	100	41.0	Nil	69	90.1	86.0	81.0	100	100	Nil

Chapter XI.—Licensed Coolies.

The Railway coolies in India are a neglected class of workers and occupy a rather anomalous position. On some railways, particularly at the bigger stations, they are employed through contractors and therefore suffer from all the disabilities of contract labour. On some other railways, they are appointed and dismissed by the railway authorities and are under their direct control in respect of their attendance, leave and duties at the stations ; but neither the contractor nor the railway undertakes any responsibility with regard to their wages which they have to earn for themselves from the passengers at rates fixed by the administrations, and neither are there any welfare activities for them in the shape of education, medical aid or housing. They are unorganised and backward, the chief reasons being as follows :—

(a) They are drawn from contiguous places at some stations and different and distant places on other stations and belong to different castes and creeds.

(b) Their earnings are not steady and sure. They do not draw any fixed emoluments from their contractors and have actually to compete and quarrel with one another for their livelihood.

(c) Their continuance in their jobs depends on the whims and fancies of the contractors and the station staff. They must humour them by every possible means or quit their jobs for a livelihood elsewhere which normally they can ill afford to do.

Recruitment.

On the South Indian Railway, recruitment of licensed coolies is made by platform foremen from among the applicants. There is no test of physical fitness or any form of pre-employment medical examination. Usually, those in service bring in their own friends or relatives and no complaint was reported in respect of either the registration of applications or of appointments. No fees are levied by the administration for the issue of licenses or the number plate.

At Victoria Terminus and at Lahore, the licensed coolies are employed by contractors who recruit them either directly from among the applicants, or through their agents called *jamadars*. At Lahore, competition for employment among coolies is so keen that *jamadars* are reported to dismiss those already in service and take in fresh recruits with a view to getting bribes from the latter. The number plate for a cooly is said to be sold at exorbitant rates ranging from Rs. 50 to Rs. 100. The conditions at several other big stations are not far different in this respect.

Terms and conditions of service.—Where licensed coolies are employed by a contractor, it is the contractor and not the coolies who is responsible to the railway administration for the due performance of their duties and of loss of or damage to any luggage entrusted to them. In fact, the contractor has to deposit a fixed sum as security with the Railway Administration for the supply *inter alia* of the agreed number of coolies at a station at the scheduled arrivals and departures of trains, for handling the parcels and goods to and from railway carriages and brake vans, for the provision of uniforms and badges, for their orderly conduct and behaviour and for carrying out all instructions of the superior officers relevant thereto. It may be stated in passing that the Railway makes payment to the contractor for work done on their behalf and that this sum is expected to be disbursed by him to the coolies concerned.

The coolie, on his part, enters into an agreement with the contractor, undertaking to pay a deposit (Rs. 10 or thereabout) ; to wear the uniform supplied to him while on duty and return it when he leaves his service ; to attend

the roll call every day both in the morning and in the evening ; to demand from the passengers only the fare prescribed by the railway, to do whatever work is demanded of him in the brake-van or goods shed and to compensate for any loss of or damage to goods entrusted to his charge. Last but not least, each coolie has also to pay to the contractor a fixed sum every day or every month. At Lahore, the *jamadar* is said to claim a share of the coolies' earnings for the day. In the case of coolies directly employed by the Railway, there is no charge but the other terms and conditions of service are the same. It is strange that there is no check on the excesses of the *jamadars*, nor are the administrations particular about the payments made by coolies to their contractors. I contacted several coolies on important stations on the North Western Railway and I was told that their payments to the contractors are far in excess of their legitimate dues. *This neglect on the part of the administration to protect the interests of the under-dog is not without significance.*

Number employed.—The number of licensed coolies on each railway station is fixed by the administration concerned according to the needs of traffic. The number employed in the selected centres at the time of enquiry (February 1945) is shown in the following statement :—

TABLE LVI.

Serial Number.	Railway.	Centre.	Number employed
1	North Western Railway	Lahore	600
2	Great Indian Peninsula Ry... ..	Victoria Terminus	375
3	South Indian Railway	Madras	90
		Villupuram	40
		Shoranur	40

Absenteeism.

There are no rigid leave rules for coolies, the contractor or the platform foreman having the privilege to grant leave. Data culled from the books of the contractor at Victoria Terminus given in the following table show that there has been a decrease of average monthly absenteeism during 1944 as compared with 1939, due perhaps to the need for larger incomes to meet the increased cost of living :—

TABLE LVII.

Showing average monthly absenteeism among railway coolies at Victoria Terminus Station, Bombay.

Month.	1939			1944		
	On roll.	Absent.		On roll.	Absent.	
January	190	21 (11·1)		325	37 (11·4)	
February	190	20 (10·5)		325	35 (10·8)	
March	190	21 (11·1)		325	32 (9·8)	
April	190	21 (11·1)		325	38 (11·7)	
May	190	22 (11·6)		350	41 (11·7)	
June	190	18 (9·5)		350	39 (11·1)	
July	165	21 (11·1)		350	33 (9·4)	
August	165	22 (11·6)		350	40 (11·4)	
September	165	18 (10·9)		350	42 (12·0)	
October	190	23 (12·1)		375	36 (9·7)	
November	190	21 (11·1)		375	40 (10·8)	
December	190	24 (12·6)		375	37 (10·0)	
Average	184	24 (12·6)		348	38 (10·9)	

Coolies, in other centres, stated that they generally take three or four days off each month to attend to their private business. Sickness or visit to villages during sowing and harvesting are the other important causes of absenteeism.

Length of service.

The data in the following table show that, in all the selected centres except Lahore, the majority of sampled coolies have a period of service of over 5 years. At Lahore, only 16 out of 56 (28.6 per cent.) sampled coolies have put in a service of between 5 and 10 years. This is due to the fact that *jamadars* frequently dismiss those already in service with a view to extorting bribes from the new comers :—

TABLE LVIII.

Period of service in years.	Madras.		Shoranur.		Villupuram.		Lahore.		Bombay V.T.	
	No.	%	No.	%	No.	%	No.	%	No.	%
0—1	1	3.0	5	13.7	4	14.3	16	28.6	14	28.0
1—5	10	30.3	7	18.8	4	14.3	24	42.8	16	32.0
5—10	6	18.2	2	5.4	4	14.3	16	28.6	10	20.0
10—15	4	12.1	4	10.8	3	10.7	..	..	10	20.0
15—20	2	6.1	9	24.3	7	25.0	..	..	..	..
Over 20	10	30.3	10	27.0	6	21.4	..	..	..	..
Total	33	100	37	100	28	100	56	100	50	100

Working hours.

The working hours of coolies depend upon the timings of the arrival and departure of trains on particular stations. At Madras Egmore, where there is a large number of train services, working hours are from 6 a.m. to 11 p.m. with a few hours of interval between 9 a.m. and 11 a.m. and between 12 noon and 4 p.m., but some coolies are usually engaged in some odd jobs on the station either for passengers who come there for booking parcels or luggage or for the railway authorities who require occasionally additional hands for loading and unloading parcels or goods. In the other two selected stations on the South Indian Railway, hours of work were of shorter duration—only about 7 hours at Villupuram and 5 at Shoranur per day. At Victoria Terminus and at Lahore, hours of work range from 10 to 12, both day and night included.

The licensed coolies at Madras Egmore have divided themselves into 4 batches of about 22 each under a headman. At the time of the arrival and departure of each important train, each batch has to take its own allotted place both within and outside the station according to a well-defined scheme. For example, in the case of the incoming trains, one batch of 22 workers is posted in charge of first and second class compartments, while the other three batches are placed in charge of third class compartments. This arrangement is subject to rotation every week and hence all are given equal chances of earning their wages from the upper class as well as lower class passengers. In the case of out-going trains, the coolies are posted in four different parts of the roads leading to the station, and each batch has to be content with earnings from passengers coming from those particular roads only. As noted already, at the end of each week, the positions are interchanged. It may be added that no special privileges are shown to the headman as he has to earn his wages along with others. He is however responsible to the Platform Foreman for the general conduct and good behaviour of those working under him.

At Victoria Terminus, there is a similar arrangement. The coolies there are divided into three batches, two being in charge of the outgoing traffic (one of which dealing only with the first and the second class and the other with the third class passengers) and the third in charge of the incoming traffic. Those of the second batch dealing with the third class passengers are allowed to work on the local electric trains and brake vans in order to supplement their earnings from the third class passengers. Every Monday there is an interchange of batches so as to enable all to have an equality of opportunities for earnings from the different sources of traffic.

There are four sources of income for the coolies :—

- (a) earnings by way of charges paid by the passengers,
- (b) payments by the railway administration for work done in loading and unloading of parcels and goods in the brake van,
- (c) tips from passengers, and
- (d) wages for odd work done outside the station.

The following tables gives details of average daily and monthly earnings of coolies in all the selected centres at the time of enquiry :—

TABLE LIX.

No.	Centres.	Daily.									Monthly.									Pre-war.		
		Maximum.			Minimum.			Average.			Maximum.			Minimum.			Average.			Monthly		
		Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
1	Madras	1	4	0	0	8	9	0	11	9	30	0	0	20	0	0	23	4	0	18	8	0
2	Villupuram ..	0	10	0	0	6	0	0	8	0	18	0	0	13	0	0	14	11	0	22	2	0
3	Shoranur ..	0	9	0	0	4	0	0	6	11	22	0	0	13	0	0	17	5	0	19	12	0
4	Lahore ..	1	12	0	0	13	0	1	4	0	50	0	0	20	0	0	36	0	10	40	0	0
5	Bombay ..	2	12	0	2	0	0	2	4	0	66	0	0	60	0	0	64	3	7	45	0	0

It is obvious that the average daily earnings are higher in the urban than in the semi-urban and higher in the semi-urban than in the rural centres, as a result mainly of the differences in the volume of traffic. There are noticeable differences between the maximum and the minimum incomes in all the centres, owing to the fact that, in this trade, tact counts more than anything else in the matter of earnings. The other important point to be noted in this connection is the fall in earnings at the present moment as compared with the pre-war period both at Villupuram and Shoranur (which is attributed to the reduction in train services) and an increase in earnings at large urban centres on account of increase of traffic. The railway coolies at all stations charge more than their legal rates and their earnings may consequently be considered to include a considerable element of tips, forced or voluntary. The average daily percentage earnings by way of payment by the railway authorities in respect of work done in the brake van range from 2 annas to 4 annas in Madras. In Villupuram, it is said to be only about one anna as against only half an anna at Shoranur. Casual coolie labour by these workers is non-existent in Madras Egmore, Lahore and Victoria Terminus because, according to their information, they are fairly tired after the day's work and are therefore not inclined to go in for any extra exertion. On the other hand, all but 3 of the coolies examined at Shoranur report an income of an anna or two per day. At Villupuram it is estimated to be only one anna per head per day.

I have had complaints of the high-handedness of the coolies throughout my tour of the different parts of India. I did not come across a single passenger who may have a good word to say for them. They have become a real menace to the travelling public. They never care for their legal dues and

resort to unseemly language if they do not get at least two to three times as much as they are entitled.

It may be noted here that though work is available at the stations during all the days of the month, the average monthly earnings of the coolies are not in proportion to their average daily earnings. This is due to the fact that they take a few days off every month to attend to domestic duties, and those who own lands take a few weeks off in a year for attending to sowing or harvesting in their village centres. This is the cause of the lower monthly earnings of the coolies in Villupuram as compared with Shoranur in spite of their higher average daily earnings.

Civil condition.

For a study of civil condition and indebtedness, 100 coolies were selected at random at the three sampled stations on the South Indian Railway, 50 at the Victoria Terminus station on the G.I.P. Railway and 56 at Lahore on the North Western Railway. The following table shows that literacy is very low among coolies on all these stations :—

TABLE LX.

Showing literacy among the samples covered.

Centre.				Literate.	Illiterate.	Total.
1	Lahore	..	..	5	51	56
2	Victoria Terminus	..	..	10	40	50
3	Madras Egmore	..	..	17	16	33
4	Villupuram	..	..	13	17	30
5	Shoranur	..	..	8	29	37
Total				53	153	206

Size of Family.—The model size of the family of coolies in Madras (Egmore), Villupuram and Victoria Terminus is 3 to 4 dependants each, whereas it is between 1 and 2 at Lahore and 4 to 5 at Shoranur. The abnormally small size of the family at Lahore is attributed to the fact that adult workers find ready employment in one capacity or another due to war and that, consequently, the number of dependants on each adult has decreased. The larger size of the family at Shoranur is due to the joint family system. The relevant data regarding the size of the family in the selected centres is given in the following table :—

TABLE LXI.

Showing the size of family of coolies at the selected centres.

Centre.				Number of dependants.	1—2	3—4	5—6	7 and above.	Total.
Madras	..	..	..	..	8	13	7	5	33
Villupuram	..	..	..	..	2	15	11	2	30
Shoranur	..	..	..	..	2	9	14	12	37
Lahore	..	..	..	15	27	8	2	4	56
Bombay V.T.	..	..	..	2	13	21	11	3	50

Indebtedness.--Of the 100 samples covered on the South Indian Railway, only 23 were free from debt. An analysis of the causes of indebtedness reveals that loans for domestic needs constitute the largest number and account for the largest amount of indebtedness. This shows that the earnings of these workers are not quite adequate to meet their bare necessities of life :—

TABLE LXXII.
Causes of Indebtedness.

Causes.	Number of cases.	Amount in rupees.	Percentage of cases.	Percentage of debt.
Marriage	17	3,075	20.5	38.3
Sickness	5	240	6.0	3.1
Death	5	380	6.0	4.8
Purchase of land	1	50	1.2	0.7
Purchase of house	11	1,690	13.3	21.6
Litigation	..	..	..	..
Domestic needs	39	1,911	47.0	24.4
Ancestral	2	330	2.4	4.2
Miscellaneous	3	150	3.6	1.9
All causes	83	7,826	100	100

At Lahore, no cooly was found to be in debt, the reason for this unusual feature being that their earnings are very high, particularly at the present time.

Housing.

For a study of the housing condition of coolies, 24 houses in Madras, 13 houses in Shoranur and 54 houses in Lahore were visited by my investigators and the data collected are shown in the following tables. The salient features of these houses are noted below.

In Madras, one-room dwellings accounted for 91.7 per cent. of the total dwellings. This is of course due to the fact that Madras is a crowded city where rents are very high. It is reflected in the density of occupancy in one-room dwellings which was 3.9 as against 2.2 in two-room dwellings. The percentages of occupants to total in all dwellings were 90.5 and 9.5 respectively. Though there were no subsidiary rooms either in one-room or two-room dwellings, 81.8 per cent. of the one-room dwellings had verandahs and 18.2 per cent. of the same had separate kitchens. Bath rooms, latrines, water-supply (common taps) were fairly satisfactory.

Housing conditions at Shoranur were comparatively better owing to the availability of facilities on the west coast for cheap building materials (tiles, timber, etc.) and the cheapness of cost of construction. For, as can be seen from the following tables, two-room and three-room dwellings constituted 46.2 per cent. of the total dwellings, though density of occupancy in one-room dwellings was 7.0 as against 3.4 and 2.5 in two-room and three-room dwellings respectively. It is significant to note that, although not even one of these 13 houses had any subsidiary room, all of them had verandahs, courtyards and all but one separate kitchens too. There were, however, no other amenities, for not one of these houses had a bath-room or electric lighting or satisfactory drainage. Ventilation, too, was satisfactory only in one house.

Of the 54 houses surveyed at Lahore, 15 were one-room dwellings. Nine dwellings, all containing one room each, were shared by a number of tenants who, in most cases, were single persons. The total number of persons living

in 57 rooms comprised in the 54 dwellings visited was 97, of whom 5 were children and 15 women. It is learnt that railway coolies live away from their families. For this reason, the density of occupancy in the dwellings surveyed was usually low as compared with the density of occupancy elsewhere in general and in the houses occupied by the subordinate railway staff in the same centre in particular. As table LXIX shows, the density of occupancy was 1.7 persons per room. One-room dwellings also had the same density. In two-room dwellings it was slightly lower at 1.5 persons per room. The average area of rooms in all dwellings was 103 square feet.

The dwellings occupied by coolies covered by the survey were exceedingly poor in respect of amenities which are conducive to the maintenance of minimum conditions of comfort and health. None of the dwellings had any subsidiary rooms other than living rooms and kitchens. Independent water supply was found only in one dwelling. The others had to resort to public taps or hand pumps. As regards latrines, 15 only out of 54 dwellings had such an amenity. Even so, all such latrines were used in common. Residents of the other houses had to resort to public latrines. In the matter of drainage and ventilation, all dwellings were unsatisfactory.

TABLE LXIII.

Madras Egmore.

Number of rooms.		No. of dwellings.	Total No. of habitable rooms.	Total number of occupants.	Density of occupancy.	Percentage of habitable rooms to total in dwellings.	Percentage of occupants to total in all dwellings.
One	..	22	22	86	3.9	84.6	90.5
Two	..	2	4	9	2.2	15.4	9.5
Three	..	..	..	..	..	..	..
Total	..	24	26	95	3.7	100.0	100.0

TABLE LXIV.

Madras Egmore.

Size of dwellings.	Subsidiary rooms.			Verandahs.			Courtyards.			Kitchens.		
	With.	Without		With.	Without.		With.	Without.		With.	Without.	
		No.	%		No.	%		No.	%		No.	%
All dwellings	..	24	100.0	18	6	25.0	..	24	100.0	5	19	79.2
One room	..	22	100.0	18	4	18.2	..	22	100.0	4	18	81.8
Two rooms	..	2	100.0	..	2	100.0	..	2	100.0	1	1	50.0

TABLE LXV.

Madras Egmore.

Size of dwellings.	Bathrooms.	Latrines.	Water supply.	Kerosene lamp.	Satisfactory drainage.	Unsatisfactory ventilation.
All dwellings	..	3	24 (Common).	24 (Common.)	24	24
One room	..	3	22 (Common).	22 (Common.)	22	22
Two rooms	..	..	2 (Common).	2 (Common.)	2	2

TABLE LXVI.

Shoranur.

Number of rooms.	Number of dwellings.	Number of habitable rooms.	Total number of occupants.	Density of occupancy.	Percentage of habitable rooms to total in all dwellings.	Percentage of occupants to total in all dwellings.
One	6 (46.2)	6	42	7.0	25.0	45.7
Two	4 (30.8)	8	27	3.4	33.3	29.3
Three	2 (15.4)	6	15	2.5	25.0	16.3
Four	1 (7.6)	4	8	2.0	16.7	8.7
Total	13 (100)	24	92	3.8	100.0	100.0

TABLE LXVII.

Shoranur.

Number of dwellings.	Subsidiary rooms.			Verandahs.			Courtyards.			Kitchens.		
	With.	Without		With.	Without.		With.	Without.		With.	Without.	
		No.	%		No.	%		No.	%		No.	%
All dwellings ..	..	13	100.0	13	..	..	13	..	..	12	1	7.7
One room ..	..	6	100.0	6	..	..	6	..	..	5	1	16.7
Two rooms ..	..	4	100.0	4	..	..	4	..	..	4	..	..
Three rooms ..	..	2	100.0	2	..	..	2	..	..	2	..	..
Four rooms ..	..	1	100.0	1	..	..	1	..	..	1	..	..

TABLE LXVIII.

Shoranur.

Size of dwellings.	With- out bath room.	With- out- lat- rine.	Water supply.		Kero- sene lamp.	Unsatisfac- tory drainage.		Ventilation.		
			Com- mon.	Sepa- rate		No.	%	Satis- fac- tory.	Unsatis- factory.	
									No.	%
All dwellings	13	13	5	8	13	13	100.0	12	1	7.7
One room	6	6	2	4	6	6	100.0	5	1	16.7
Two rooms	4	4	2	2	4	4	100.0	4	..	..
Three rooms	2	2	1	1	2	2	100.0	2	..	..
Four rooms	1	1	..	1	1	1	100.0	1	..	..

TABLE LXIX.

Lahore.

Number of rooms.	Number of dwellings.	Number of habitable rooms.	Number of occupants.	Density of occupancy	Percentage of habitable rooms to total no. of rooms.	Percentage of occupants to total in all dwellings.
One ..	51 (94.4)	51	88	1.7	89.5	91.0
Two ..	3 (5.6)	6	9	1.5	10.8	9.0
Total	54 (100)	57	97	1.7	100.0	100.0

TABLE LXX.

Lahore.

	Subsidiary.			Verandah.			Courtyard.			Kitchen.		
	With.	Without.		With.	Without.		With.	Without.		With.	Without.	
		No.	%		No.	%		No.	%		No.	%
All dwellings	..	..	..	2	52	4	50	..	..	..	54	..
One room	..	..	..	2	49	..	4	47	..	..	51	..
Two rooms	..	..	..	..	3	..	..	3	..	..	3	..

TABLE LXXI.

Lahore.

	Bathroom.	Latrine.	Water supply.	Electricity.	Drainage.
All dwellings	..	15	1	..	Unsatisfactory
One room	..	..	1	..	..
Two room	..	12	..	..	..
	..	3	..	..	..

General Conclusions.

The general conclusions suggested by the foregoing study of the conditions of coolies may be stated as follows :—

1. Employment of coolies through the contractors is definitely disadvantageous to the former as their recruitment and dismissal depend upon the whims and fancies of the latter and their *jamadars*. Apart from the absence of security of service, the coolies have to pay daily or monthly a fixed sum to the contractor. At Lahore, the *jamadars* are reported to be claiming and taking for themselves a share of the earnings of the coolies in addition to the prescribed fees.

2. There is need for laying down definite rules regarding the conditions and terms of service of coolies.

3. As coolies form an important class of railway workers, it seems necessary that the railway administrations should extend to them the benefits of medical aid, education, grainshop facilities and housing accommodation. At present, there are no welfare activities of any kind for them.

A. MUKHTAR,

Member, Labour Investigation Committee.

SIMLA ;

The 14th September, 1945.

APPENDIX.

Questionnaire on Non-gazetted Railway Services (including Engineering, Transportation, Commercial and other Departments but excluding workshop staff).

Name of Railway _____

Head Office _____

Areas covered by the Railway _____

Is it Company-owned and Company-managed or State-owned and State-managed ? _____

A. RAILWAY ADMINISTRATION.

1. State the constitution of the Railway Board and its relation to :—

(a) State-owned and State-managed Railways.

(b) State-owned and Company-managed Railways.

(c) Company-owned and Company-managed Railways.

Classify the different railways under these headings and state if the Railway Board can enforce its policy in respect of establishment and labour questions on the Company-owned and Company-managed Railways.

2. Describe the administration of railways owned by Indian States. (For Indian States only).

3. What are the powers of the General Managers or Agents of railways in respect of the non-gazetted staff ? Have there been any complaints from the railway staff or from the Central Legislature ?

B. EMPLOYMENT.

4. State the different categories of employees in the non-gazetted services in the engineering, transportation, commercial and other allied departments (e.g., gangmen, pointsmen, signalmen, porters, luggage coolies, semi-skilled and skilled workers and all others who do not hold any gazetted post) and the average daily number employed in each category in August 1939 and in January 1944 as follows :—

	Men.		Women.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.
Employed and paid directly				
Employed and paid through contractors				
Employed through contractors but paid directly.				

5. Please give statistical information regarding the length of service of the different categories of employees in inferior and labour categories in the following form :—

Those between 0 & 1 year of service.

Those between 1 & 5 years of service.

Those between 5 & 10 years of service.

Those over 10 years of service.

6. How is recruitment made in various departments in respect of different posts (e.g. gangmen, keymen, mates, semi-skilled and skilled workers and others on supervisory posts in the Engineering Department ; Luggage Coolies,

Porters, Bhistis, Sweepers, ~~Lawman~~ Jamadars, unskilled workers on or about the different stations, pointsmen, Gatemen, Signalmen, Engine Drivers, Station Masters, etc., etc., in the Transportation and Commercial Departments ; fitters, cleaners and others in the locomotive sheds) ?

Are proper registers of appointments to and dismissals from all these posts kept ? Are these examined regularly by administrative and personnel officers ? Have there been any complaints on the subject ?

7. What is the proportion of gangmen and other labour employed on the permanent way who absent themselves in the sowing and harvesting seasons ? Is any preference given to them for re-employment over other persons ?

8. State the system of apprenticeship for ordinary and supervisory posts and the terms, if any. How are apprentices selected and trained for appointments like A.P.W.I., etc. ? Is the apprenticeship period counted towards total service ?

9. Is there any system of graded or time-scale promotion ? If so, please give details ?

10. State the extent of labour turnover on your railway in respect of the different categories of employees in the inferior and labour staff for the years 1939 and 1943 in the form below :—

Average daily number of persons employed during the month or year.	Total number of employees who left during the month or year.					
	Permanent.			Temporary.		
	Retirement	Dismissal	Voluntary	Retirement	Dismissal	Voluntary

What are the reasons for this labour turnover ? Suggest measures for reducing it.

11. Supply figures for absenteeism for the different categories of employees in the inferior and labour staff for the years 1939 and 1943. What are the causes of this absenteeism and how would you reduce it ?

12. Have you any Service Rules governing the relationships of employers and employees ? Please supply a copy of the same, if possible ?

13. Have you any system of leave with or without pay for your employees ? If so, please supply a copy of the same. Do these leave rules differ from Department to Department on the same railway ? Is there any distinction between higher and lower grades of employees on this score ?

14. Is there any class of employees eligible to special benefits in regard to recruitment, starting pay, promotion, training, leave or other matters ? If so, please give details and also the reasons therefor.

15. Have you any officer to enquire into the grievances of your employees, especially in regard to security of service ? If not, what other machinery have you set up for this purpose ?

C. EARNINGS.

16. What are the wage-rates for different types of employees ? What changes have occurred in basic wages (exclusive of all allowances) since August 1939 ?

17. Please describe in brief the principle determining the fixation of your wage-rates for different classes of your employees. Is there any uniformity of practice in similar departments on the same railway or on the various railways ?

18. Please give details of dearness and other allowances, bonuses and gratuities paid to your employees since the outbreak of the war and state which of these are temporary and which are permanent. Are any conditions attached to their payment ?

19. Give details of the scales of pay of different types of employees as also the wages and earnings of persons employed under contract.

20. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime ? Are these available to the employees or their representatives for inspection ?

21. What deductions are made from wages and why ? Have they any relation to pay ?

22. Do you impose fines as a disciplinary measure ? Is there a Fine Fund ? Who is in charge of its disposal ? What is the amount outstanding in it and how is it utilised ?

23. What are the periods of wage payment for different kinds of employees ? How long after the wage period are wages actually paid ? State in detail the machinery used for this purpose. What arrangements are made for the payment of employees on the line and what attempts are made to see that the amounts due are correctly paid in the case of illiterate employees ?

D. WORKING CONDITIONS.

24. How many shifts are worked by different categories of employees in the engineering, transportation and commercial departments on your railway ? What are the number of hours in each shift and the times of commencement and ending ? What are the number of hours worked per week and the total spreadover ? Is any distinction made between continuous and intermittent character of work in this respect ?

25. What arrangements are made for :—

- (a) intervals of rest,
- (b) weekly holidays,

in respect of different workers ? Are they working satisfactorily ?

26. How far do the International Labour Conventions apply on your railway in respect of :—

- (a) working hours,
- (b) rest days,
- (c) other matters ?

27. State the actual conditions of work of each grade of employees. Are these satisfactory ?

E. WELFARE ACTIVITIES.

28. Give a detailed account of welfare arrangements, if any, made for the employees under the following heads :—

(a) Dispensaries and hospitals for employees and their families. Give the number of cases treated every day, prevalent diseases, qualifications of doctors-in-charge, their emoluments, etc.

(b) Provision of portable canteens for employees working on the line.

(c) Educational facilities for employees.

(d) Recreation for the staff.

(e) Free or concessional passes, uniforms, waterproofs, umbrellas, etc.

(f) Benefits to the dependents of the deceased employees.

(g) Any other item.

29. Give details of houses provided by your Railway for different grades of employees with reference to :—

- (a) Proportion of employees housed.
- (b) Rent.
- (c) Types of houses.
- (d) Sub-letting.
- (e) Sanitation and water supply.
- (f) Crowding and congestion.

G. TRADE UNIONS AND STRIKES.

30. Are your employees organised into trade unions ? State the position regarding membership, monthly subscription, etc. Has there been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of the agreement, if any, and state whether in your opinion the unions are working satisfactorily or not.

31. Have you any Staff Committee ? If so, give its constitution and an account of its activities.

32. Give details of strikes on your railways for the last fifteen years. What were the causes of such strikes and how were they settled ? How far were the demands of the strikers satisfied ?

H. SAFETY ACTS, ETC.

33. Are the following Acts rigidly observed on your Railway :—

- (a) Payment of Wages Act.
- (b) Workmen's Compensation Act.
- (c) Employment of Children Act.

What action have you taken to acquaint your staff with the provisions of these Acts ? Have there been any complaints ?

34. State the compensation amounts paid every year during the period 1939-44. Under what different headings were the compensation claims preferred ?

35. Do you have any periodical medical examination for some or all of your employees ? When a worker is adjudged medically unfit, what attempts are made to find him other work ? Has he the right to be examined by an independent specialist in the event of an adverse medical report ?

I. INDEBTEDNESS.

36. (a) Are your employees indebted ? Give an idea of the extent of indebtedness among the different categories and the causes responsible for the same.

(b) Have you started any co-operative credit societies ? If so, how are they working ?

37. What is the usual rate of interest which employees pay on loans ? What remedial measures are in force to reduce this indebtedness and to teach the employees habits of thrift, etc. How far have they been successful ?

38. Please supply a copy each of the rules and regulations of your Provident Fund, Gratuity and Pension Schemes, if any. Do these apply to all classes of employees including contract labour ? State the actual number of employees that benefit by each one of these schemes and the extent to which they benefit. Are these benefits adequate ?

LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA



REPORT
ON
LABOUR CONDITIONS IN THE
CENTRAL PUBLIC WORKS
DEPARTMENT

BY

B. P. ADARKAR

Member, Labour Investigation Committee

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA
1946.

Price : Re. 1-2-0 or 1s. 9d.

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ACKNOWLEDGMENTS.

I am grateful to Mr. A. W. H. Deam, C.I.E., M.C., I.S.E., Chief Engineer, Central Public Works Department, and to the Superintending and Executive Engineers of the Divisions investigated by me and my staff for co-operation and assistance rendered in conducting this Ad Hoc Survey and for supplying valuable material. Thanks are also due to my Supervisors, Messrs. S. D. Punekar, T. Satyanarayana Rao, S. K. Sen and C. P. Shrivastava, for assistance in the collection of factual and statistical material for use in the preparation of this Report.

PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P. W. D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidimaking, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance, of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidimaking, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more in industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a Regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE }
AHMAD MUKHTAR } *Members.*
B. P. ADARKAR }

TEJA SINGH SAHNI,

Secretary.

CHAPTER I.—INTRODUCTION.

Scope of Enquiry.

The Central Public Works Department is a part of the Labour Department of the Government of India, and is entrusted with all construction work undertaken by the Government either on its own account or on behalf of other Governments, as for example during the recent war. The Department has its Circles and Divisions throughout India and the extent of its jurisdiction can be imagined by reference to Appendix I, which gives the names of Circles and Divisions thereunder. The present enquiry was conducted on the basis of Divisions, according to the character of different types, and in the selected Divisions, intensive investigations were made. In this selection, the Chief Engineer, C.P.W.D., Mr. A. W. H. Dean was consulted. The following Divisions were selected :—

- (1) The Bengal C.P.W.D. ;
- (2) The Eastern Aviation Circle, comprising Lalmonirhat Aviation and Electrical Divisions and the Coorg Aviation Division ;
- (3) The Bombay Aviation Division ;
- (4) The Bangalore Aviation Division ;
- (5) The Karachi Aviation Division ;
- (6) Construction Division I, and the Service Division, Delhi ; and
- (7) The Simla Central Division.

The Central P.W.D., unlike other industries covered by our *ad hoc* surveys, being an all-India affair controlled by one employer, namely, the Government of India, has, more or less, standardised conditions of labour, especially in the case of its departmental labour. Accordingly, in respect of matters like wages, dearness allowance, Provident Fund, Pensions, etc., conditions of labour are mainly governed by Rules and Notifications issued from time to time by the Government. Variations are allowed, in practice, only in the case of work-charged men, who are mainly casual unskilled labourers. It is, therefore, necessary to study these Rules and Notifications to understand the basic conditions of C.P.W.D. labour.

The Operations of C.P.W.D.

The normal operations of the C.P.W.D. are divided into two categories : original works and repairs. The first includes new works, alterations, additions and purchases ; the second, repairs and maintenance. Detailed idea regarding the nature of work done in various divisions can be had from Appendix I. During war time, there has taken place an enormous expansion in the activities of the Department and considerable amount of construction has been undertaken on behalf of not only the Government of India, but also His Majesty's Government, and the budget of the Department has swollen to mammoth figures. As stated earlier this war-time work has included construction of aerodromes, runways, military buildings, etc., in various parts of India. This has called forth a tremendous expansion of the Department and employment has been provided to several hundreds of thousands of men and women, especially, as work-charged and contractor's labour.

Figures for employment are not available in a complete manner ; those for some of the principal Divisions are reproduced in Appendix II. The total employment in 1944 on account of military and civil construction, under the C.P.W.D., was roughly in the neighbourhood of 1-1/2 lakhs. The biggest problem of the transitional period and of the normal peace time is, thus, the

provision of continued employment to these workers. Much will depend upon the public works programme of the Government of India and also of the Provincial Governments and States, and it is to be hoped that the post-war plans of these Governments will successfully fill the big gap created by a sudden cessation of wartime construction. Even in normal peace-time conditions, employment in the C.P.W.D. is a highly fluctuating affair, depending as it does, upon the works programmes of the Government from time to time. The consequence of this has been that a large mass of floating labour has to be kept in intermittent employment without any direct responsibility for security of employment or other rights of labour being thrown upon the principal employer, viz., the Government. As will be seen below, this has given rise to a system of contract labour being maintained for Government construction, as a standing army of workers in different areas. Now, so far as the contractor is concerned, he is not subject to much legal regulation, and it is an unfortunate feature of the situation that the Government is able to avoid its own responsibility towards labourers in this vicarious fashion. A general impression, which is thus gathered, is that, in so far as work-charged men and contractor's labourers are concerned—and these constitute a majority of the total number of workers employed directly and indirectly under the C.P.W.D.—the Government are in the company of some of the worst employers in the country.

Categories of Labour.

4. The main categories of workers under the C.P.W.D. are :—

(a) Departmental labour ; and

(b) Contract labour.

Departmental labour is further sub-divided into three groups : (i) Permanent ; (ii) Temporary ; and (iii) Work-charged men. Contract labour is a category by itself, and comprises supervisory and recruiting staff, which is more or less permanent on the one hand, and a large mass of unskilled labour on the other. The permanent men under the Department of Labour are entitled to all the rights and privileges, as regards leave, pay, allowances, Provident Fund and Pensions. The temporary men are an intermediate category, entitled to rights and privileges, somewhat inferior to those accorded to permanent men. Their position is thus defined in the C.P.W.D. Code : “ The Temporary Establishment includes all such non-permanent establishment, no matter under what titles they employ, as is entertained for the general purposes of a division or sub-division, or for the purpose of the general supervision, as distinct from the actual execution, of a work or works.” On the other hand, the position of the work-charged men is defined as follows : “ Work-charged Establishment includes such establishment as is employed upon the actual execution, as distinct from the general supervision, of a specific work or of sub-works of a specific project or upon the subordinate supervision of departmental labour, stores and machinery in connection with such work or sub-works.” Members of the Temporary and Work-charged establishments, who are engaged locally, are on the footing of monthly servants. If they are engaged for a specific work, their engagement lasts only for the period during which work lasts. If dismissed, unless it is for serious misconduct, before the completion of the

work for which they are engaged they are entitled to a month's notice or month's pay in lieu of notice. But, ordinarily they can be dismissed with or without notice as soon as the work is over. If, on the other hand, they on their part desire to resign, they have to give one month's notice or forfeit a month's pay. Appointments of temporary and work-charged men can be made by Superintending Engineers and Divisional Officers, subject to limits of pay of Rs. 250 and Rs. 100 per month respectively, provided sanction for such posts has already been obtained and budgets provision made.¹

There is not much meaning, however, in the term "temporary." Many of the so-called temporary men have been working in the Department for years together, without qualifying themselves for a permanent status. The number of permanent men is very small as compared to that of temporary men, and there is a regular scramble for permanency. Apart from this, serious allegations were made by workers' representatives that a temporary man, as well as the work-charged man, are at the mercy of their officers both superior and subordinate, and that as temporary men can be discharged on the recommendation of these officers, there is a large scope for patronage and corruption. It was stated that subordinate officers could practice nepotism and communalism in the distribution of their patronage, and facily discharge temporary men on some ground or other. Allegations were also made that subordinate officers were in the habit of putting such men on private work of their own. It is impossible, in the nature of the case, to verify such allegations, but even if we keep an open mind about them, we cannot help feeling that the system does provide scope for such things. As regards work-charged men, their conditions are still inferior. The work-charged men are so-called because they are charged to the work, and their employment fluctuates according to the availability of work in a Division. They can be promoted to the position of temporary and permanent workers, but such occasions are extremely rare.

Contract Labour.

5. The most serious problem of labour under the C.P.W.D. is the prevalence of contract system of labour. From the financial point of view, it is, no doubt, convenient to Government to have this system, because it enables Government to give the work to the lowest bidder, and thus to get a piece of work done cheaply and without much administrative work. However, from the standpoint of labour, the system, as it stands today, is undoubtedly very unsatisfactory. It is clear that, if Government cannot abolish the system, they must at least endeavour to put that system on a proper basis so as to improve the conditions of labour under it and to secure for the workers employed by contractors same rights and privileges as those for other types of labour as far as possible. As will be seen from Appendix II, in the Divisions for which information was available, the total number of contractors' labourers was 92,130, which constituted 75 per cent. of the total labour employed. It will thus be seen that, under the C.P.W.D., contract labour predominates. The system of recruitment of contract labour is similar to that in most other industries. The contractors (known as thikadars) advance moneys to the *chowdhries*, who go to the villages and procure labour. The *chowdhries* advance moneys to the workers (who are usually known to them) and bring them to the works. The advances are later on recovered from the wages to be paid. Under the *General Directions and Conditions* regarding contract work, in pursuance of the *Central P. W. D. Code*, No. 89, which are

¹Cf. Paras. 10 to 12 of the C.P.W.D. Code.

revised from time to time, the contractor is bound to observe certain conditions regarding the employment of labour. Thus, it has been laid down that no labourer below the age of 12 years shall be employed on the work ; that the contractor shall pay to labourers not less than the wages paid for similar works in the neighbourhood ; that the contractor shall at his own cost provide his labour with huttings on an approved site and shall make arrangements for conservancy and sanitation in the labour camp to the satisfaction of the local public health and medical authorities ; that no work shall be done on Sundays without the sanction in writing of the Engineer-in-Charge ; that the contract shall not be assigned or sublet without a written approval of the Divisional Officer ; that the contractor shall under the terms of the contract, provide latrines for the use of his labour and employed during the day time at the construction site (the provision of latrines and sweepers being 3 seats and 1 sweeper up to 100 workers, 5 seats and 2 sweepers for between 101 to 200 workers, 8 seats and 3 sweepers for between 201 to 400 workers, and 2 seats and 1 sweeper for every additional 200 workers) ; that no female labour shall be employed within the limits of a Cantonment ; etc., etc. Apart from this, the contractor is subject to the provisions of the Workmen's Compensation Act, under which (under Schedule III) workers employed in construction, repair or demolition of buildings, dams, roads, bridges, etc., are covered. The Payment of Wages Act does not apply to either departmental or contract labour.

It will be seen, therefore, that, on the whole, regulation of labour conditions in the case of contract labour is not satisfactory. This question was discussed with the Chief Engineer, C.P.W.D. (Mr. Dean). He was of the view that the best way of tackling the problem would be to lay down precise conditions regarding payment of wages, working conditions, hours of work, sanitary conditions, housing, etc., for workers in the Agreement itself, which is signed by the contractor for the contract as a whole. There should be precise standards, of a more comprehensive kind than at present, laid down in the Agreement Form and if these standards are not observed, power should be reserved to Superintending Engineers to withhold contract money until conditions are satisfied. He was further of the view that this should be a matter of routine, like any other specifications in the contract. Some of the Labour Leaders were also of an identical opinion, except that they would entrust the work of enforcing standards regarding contract labour to an independent Labour Officer in each Division, who should not be under the C.P.W.D. but directly under the Labour Department. We are inclined to agree with the Chief Engineer, so far as provision of conditions in the Agreement is concerned, but we agree with the workers' representatives that the work of supervision in these matters should be entrusted to whole-time Labour Officers appointed in each Division to look after the conditions and welfare of labour, whether employed by the C.P.W.D. or by the contractors.

Housing.

6. It is a peculiar feature of the C.P.W.D. that while the department is concerned largely with construction of buildings and other amenities so as to provide office and residential accommodation, it has not been able to attend to the housing requirements of its own men, except to a small extent. Only the permanent and temporary workers are entitled to housing accommodation or to house rent in lieu of it. The work-charged men are not entitled to anything. Even in the case of permanent and temporary workers, however, payment of house rent is more common than provision of actual accommodation. One cannot understand why a department mainly concerned with construction

should not tackle the problem of the housing of its own men first? Suitable housing accommodation should be provided to permanent and temporary men, according to the total number of men employed in these categories. Likewise there is no reason why, on the basis of an average calculation, housing accommodation of a suitable type should not be provided for the work-chargers.

Workmen's Compensation Act.

7. Under the C.P.W.D. Code, a Divisional Officer is required to report immediately to the Superintending Engineer any important accident or unusual occurrence connected with his Division and to state how he has acted in consequence. Apart from this, Divisional Officers and his subordinates are required to furnish immediately information to the proper civil authorities of every serious accident and in the case of death to see that the body is not removed till an enquiry has been held.¹ The working of the Workmen's Compensation Act is not as satisfactory as it should be, especially in the case of contract labour. Compensation due to the injured workmen, or in case of fatal accidents, to their legal dependants is rarely paid in full or within a reasonable period of time in accordance with the provisions of the Act. The reasons generally are that the contractors sometimes pay a smaller sum than is due under the Act and purport to take a clear receipt from the parties, while in some cases the compensation due is not paid at all. The majority of labourers, being illiterate and ignorant of their rights under the Act, do not press their claims before the Commissioners for Workmen's Compensation and consequently fail to get what is legally due to them. Besides, most of the labour is imported from areas far from the venue of accidents and Commissioners find it difficult to trace their whereabouts, as there is a tendency amongst them to migrate to their homes immediately after the occurrence leaving no address. While efforts are made to help such ignorant workmen with a view to secure their interests, generally these prove infructuous. Most of the departmental officers, who have to deal with labour are themselves ignorant of the provisions of the Act, or the procedure laid down therein. This also results in a great deal of avoidable delay. The Commissioners, after an accident is reported to them, experience great difficulty in the adjudication of claims resulting from the lack of evidence regarding the circumstances of the accident and also in the absence of a formal claim from either workman himself or his legal dependants, besides other legal technicalities which are always involved in such cases. In the circumstances it is necessary that the workmen should be educated by means of wide publicity as regards their rights under the Act, and instructions issued to the Executive staff to take immediate steps to conduct full enquiries and to record addresses of dependants, etc. It has been stated that the labourers are generally afraid of law courts, because of the expensive nature of legal advice. In some cases small lumpsum payments are made by contractors and the workers are led to believe that nothing further could be expected. It is clear that all these practices can be checked only by a vigilant enforcement of the Workmen's Compensation Act, if necessary under the supervision of Labour Officers.

Provident Fund and Pensions.

8. Permanent and temporary workers are entitled to pensions, like any other permanent servant of the Government under the Civil Service Rules. As regards work-charged men, they are now covered by a resolution of the Finance Department (dated the 16th April 1945) setting up a Contributory Provident Fund with effect from the 1st May 1945. This Fund has to be re-

¹C. P. W. D. Code paras. 47 and 49.

gulated by the Contributory Provident Fund Rules (India) subject to certain modifications. The modifications are : Every workman who is in receipt of a minimum monthly income of Rs. 20 or above and has had at least three years continuous service on a work-charged establishment shall be required to subscribe. A workman drawing a pay not less than Rs. 10 per month but less than Rs. 20 per month and fulfilling the condition of three years' continuous service may be admitted as a subscriber at his own option. The amount of subscription to the Fund shall be fixed by the subscriber himself and shall be at a rate not less than $6\frac{1}{2}$ per cent. or more than 9.38 per cent. of his monthly income. If, moreover, a workman has rendered a service of five years or more on emoluments of Rs. 20 a month or above, before introduction of the Fund he shall, on retirement, get in respect of that service a *gratuity* equal to half a month's emoluments for each completed year of service, subject to a maximum of 9 month's emoluments. In this connection, reference may be made to Appendix III where the relevant Resolution of the Government of India has been quoted.

CHAPTER II.—BENGAL CENTRAL PUBLIC WORKS DIVISION.

This Division is located in Calcutta and is under the control of an Executive Engineer of the C.P.W.D. The Division was established only recently, as late as April 1940, and is mainly a war-time development. Consequently no information for the pre-war period is available.

Employment.

The total number of workers employed in the Division (as in January 1945) was 593, out of whom 400 were under the Air Raid Precautions Office. All the workers are salaried workers employed on a time basis. There is neither female labour nor contract labour. No detailed statistical record about length of service is maintained, but roughly 90 per cent. of the A.R.P.O. workers and 30 per cent. of the rest have a record of less than 1 year to their credit ; 10 per cent. of A.R.P.O. and 60 per cent. of the rest of less than 5 but more than 1 year ; and 10 per cent. (about 19 men) of the rest have been in service of Government for over 5 years. Workers are classified as belonging to permanent, regular establishment and as belonging to temporary, work-charged establishment. The former account for 12 per cent. only (71 in number), and the latter for 88 per cent. (522) of the total. As elsewhere, permanent men are entitled to benefits of leave, pension, etc., in the same way as permanent (inferior) Government servants : and temporary work-charged men are liable to be released from service as soon as exigencies of a particular work are over or on one month's notice, and are not entitled to pension, etc. The latter are allowed only 20 days' casual leave per annum *plus* 5 communal holidays and 3 common holidays (recently amended to one day off per week). There is no apprenticeship of any kind. Maximum and minimum limits of pay for each class of workers are laid down. Appointments are generally made on the minimum pay and yearly increments are granted, within the prescribed upper limit in the discretion of the superior officer according to efficiency of work. There is no definite scale of promotion. Labour turnover and absenteeism are not excessive, being about 5 per cent. and between 4 and 5 per cent. respectively. There are no specific reasons for the turnover, except that in the case of A. R. P. personnel (which constitutes about 68 per cent. of the total) owing to the purely *ad hoc* nature of the organization without future prospects of service, the personnel does not stick. For absenteeism, the main reason is sickness and ill-health. As regards recruitment, vacancies in the A. R. P. were advertised in the first instance in 1942. As the A.R.P. trailer pump organisation is spread all over the city of Calcutta, intending candidates obtain information by enquiries at the posts and also at office where as a rule

recruitments are made twice a week. All candidates are lined up and examined as to physique, smartness, literacy and intelligence before selection is made. For other vacancies, which are few, selections are generally made from nominees put forward by workers themselves and from other staff.

Wages and Earnings.

The variation of wage rates for different categories of workers can be seen from the table below :—

TABLE 1.
Variation in Wage Rates.

Category.	Wage Rate.	
	Rs. A. P.	Rs. A. P.
(i) Unskilled and semi-skilled <i>Khalasies, durwans, sweepers</i> etc.	0 7 6 to 0 9 6	per day.
(ii) Skilled—		
(a) Carpenters, masons work mistries, firemen.	1 0 0 to 1 8 0	per day.
(b) Special workers like trailer pump mechanics, etc.	2 8 0 to 2 12 0	per day.

The basic rates have not been revised. The rates were fixed by the Chief Engineer, C.P.W.D. The main principle adopted was to pay at rates similar to those obtaining in the Provincial P.W.D. Fire Brigade, etc., for each class. The Superintending Engineer, Eastern Aviation Circle has recommended a wage rate of Re. 1 per day, inclusive of all allowances, as the maximum limit for all areas other than Calcutta, where it is proposed to follow scales laid down by the Provincial Labour Supply Committee and its Wages Sub-Committee.

Since the outbreak of war, dearness allowance is being paid to all workers, whether regular or work-charged, as from 1st August 1942, at rates which have been prescribed from time to time for Central Government servants at Calcutta. Rates prevalent at various dates have been as under :—

TABLE 2.
Rates of Dearness Allowance.

Date	Range of pay	Rate of allowance. Rs.
Notification 20-8-42	Not exceeding Rs. 39 ..	.. 6 p.m.
	Between Rs. 39 and 100 ..	.. 9 p.m.
Notification 5-1-43	Below Rs. 40 ..	.. 7 p.m.
	Between Rs. 40 and 120 ..	.. 10 p.m.
Notification 15-6-43	Below Rs. 40 ..	.. 11 p.m.
	Between Rs. 40 and 150 ..	.. 15 p.m.
Notification 21-3-45	Below Rs. 40 ..	.. 14 p.m.
	Between Rs. 40 and 250 ..	.. 18 p.m.

Apart from this, Calcutta Compensatory Allowance is paid to workers on regular establishment at present. No other allowance, bonus or gratuity is paid. No overtime scales are in force anywhere. For the A.R.P. establishment (which works 2 shifts of 12 hours each), it is obligatory that the posts must be manned 24 hours and when there is any absentee for a number of days, some one from the crew is required to be on double shifts, for which he earns twice his normal pay for the two shifts on the date concerned. Overtime work is often necessary, but it was stated by the Executive Engineer that there was compulsion as the personnel offered voluntary service for overtime !

Working Conditions.

For the A. R. P. personnel, two straight shifts of 12 hours are worked, viz., from 9 a.m. to 9 p.m. and from 9 p.m. to 9 a.m. There are rest periods during these. The men, having been employed for emergency work do not perform any manual work, but are only required to be present for routine parade and drill. For other than A.R.P. personnel, the shift is a single one of 8 hours only, viz., from 9.30 a.m. to 5.30 p.m. Conditions of ventilation, lighting etc., are satisfactory. The men do not have to work on any fixed floor area but have to move about from one office to another as required. There are no shelters as such, and there is practically no fixed rest interval but generally half an hour between 1 and 1.30 p.m. is allowed.

Welfare Activities.

There is only a grain shop started during the war since January 1943 wherefrom rations of controlled commodities at concessional rates applicable to inferior establishment of the Government of India offices are issued on cash payment. The issue rate and market controlled rate can be seen from the table below :—

TABLE 3.
Prices of Commodities sold at Grain Shop.

						Issue Rate per	Market controlled
						seer.	rate per seer.
						Rs. as. ps.	Rs. as. ps.
Rice	..	..	..	..	..	0 4 6	0 6 6
Atta	..	..	..	..	..	0 4 3	0 6 0
Flour	..	..	..	..	..	0 6 0	0 6 0
Dal	..	..	..	..	..	0 6 0	0 10 0
							to Rs. 1
Sugar	..	..	..	..	..	0 8 0	0 8 0

Working of Labour Acts.

The labour employed appears to be covered by the Factories Act, but so far there has been no visit for purposes of inspection. In the case of accidents, the Workmen's Compensation Act is followed, but no action has been taken so far to acquaint workers with provision of the Act but information is given why any particular type of accident arises and measures adopted to prevent it.

CHAPTER III—EASTERN AVIATION CIRCLE.

In the Eastern Aviation Circle, two main Divisions were investigated, viz., the Lalmonirhat Division, including both the Aviation Division and the Electrical Division, and the Kharagpur Aviation Division. The Divisions have been created during war time to meet special emergencies. Nearly 90 per cent. of the labour employed on project in this Circle is contract labour. The contractors employ local labour, if available, or import men, especially skilled and semi-skilled from the Districts of Muzaffarpur and Champaran in Bihar and Murshidabad in Bengal, while unskilled labour is obtained from the provinces of Orissa. All workers employed by the Department in this Circle are temporary for the duration.

Employment.

Owing to the temporary nature of the works, most of the employment is at present on an *ad hoc* basis. Most of the Department's employees are work-charged men and these are entitled to such privileges as are available to men of this class. Labour turnover and absenteeism have consequently little mean-

ing here, and there is no question of apprenticeship or graded or time-scale promotions. There are no standing orders governing the relationship between employers and workers, except that there are certain conditions laid down in the usual agreement between the Department and the contractors in regard to the wages, housing etc., of labour. For the rest, permanent and work-charged men are entitled to the same benefits as are available to workers of their class elsewhere.

Figures for the different types of labour employed are given in the tables below :—

TABLE 4.
Average daily Number of Workers employed (1942-44).

	Contractor's Labour		Departmental		Work-Charged	
	Skilled	Unskilled	Skilled	Unskilled	Skilled	Unskilled
<i>Lalmonirhat.</i>						
<i>Avn. Dvn.</i>						
1942	(a)	(a)	2	14	47	94
1943	624	4,987	24	213	250	188
1944	289	2,244	65	238	379	379
<i>Lalmonirhat.</i>						
<i>Elec. Dvn.</i>						
1942	(b)	(b)	(b)	(b)	(b)	(b)
1943	104	72	Nil	Nil	Nil	Nil
1944	51	35	4	18	70	157
<i>Kharagpur.</i>						
<i>Avn. Dvn.</i>						
<i>I and II.</i>						
1942	200	3,500	20	100	100	200
1943	420	9,000	37	2,748	200	515
1944	2,006	7,700	188	1,636	198	650

Wages and Earnings.

The wage rates prevalent in the Eastern Aviation Circle are based mainly upon corresponding rates in the Provincial P.W.D. and other Divisions elsewhere. Appendix VI shows the rates of pay recently proposed in the E.A.C. for various categories of workers. The following table gives an idea as to the total earnings of workers in different categories, in the Lalmonirhat Aviation and Electric Divisions.

TABLE 5.
Gross Earnings of Workers (per month).

Type of worker	Maximum	Minimum	Average
<i>Aviation Dvn.</i>	Rs.	Rs.	Rs.
Fitter	97	72	78/4/-
Electrician	97	72	78/4/-
Mason	52	52	52
Carpenter	52	52	52
Asst. Fitter	62	62	62
Lineman	62	62	62
Wireman	62	62	62
Painter	52	52	52
Khalasi	29	29	29
Chowkidar	29	29	29
<i>Elec. Dvn.</i>			
Chowkidar	30	30	30
Khalasi	22	22	22
Work Sircar	57	57	57
Coolie	32	30	31
Mate	35	35	35
Fireman	39	39	39
Fitter Mechanic	111	72	91/8/-
Mason	72	72	72
Carpenter	76/8/-	72	73

(a) Not available.

(b) Division was not in existence.

In the fixation of wages, consideration is given to the nature of work, cost of food stuffs (whether at concessional rates etc.), housing etc.

In addition to wages, dearness allowance is given now to work-charged men with effect from the 1st March 1944 at the following rates :—

TABLE 6.
Dearness Allowance Rates.

Area	Total Emoluments Range	Allowance Rate Rs.
A	(i) Below Rs. 40 p.m.	14 p.m.
	(ii) Between Rs. 40 and 250 p.m.	25 p.m.
B	(i) Below Rs. 40 p.m.	11 p.m.
	(ii) Between Rs. 40 and 200 p.m.	14 p.m.
C	(i) Below Rs. 40 p.m.	9 p.m.
	(ii) Between Rs. 40 and 150 p.m.	12 p.m.

Apart from this, a daily allowance of 1 per cent. of the pay per day subject to a minimum of As. 6 per day was admissible to a work-charged labourer when he was sent out of his headquarters on journey for more than '12 hours' duration, but this allowance has been discontinued from November 1944. Recommendations have, however, been made to continue the allowance in question till the price of rice comes down to Rs. 10 per maund in the open market.

There is no overtime and hence no overtime wages are paid or payable. Nor are there any deductions from wages or fines. Up to July 1944 the work-charged men were given a holiday every alternate Sunday, 5 communal holidays and 3 other holidays with 20 days' casual leave in the year. Since July 1944 every Sunday or any other day in lieu thereof in a week has been given as a holiday.

Welfare Activities.

There are no special facilities for latrines, urinals, water supply etc., as the labourers live in the villages around. There is a dispensary for out-door patients. Serious cases are admitted into the nearest hospital to which the airfield is affiliated. About 50 cases are treated daily, Malaria and Dysentery being the most prevalent. There are no occupational diseases as such. Apart from this, there are usually a number of teashops and restaurants on each airfield where light food can be obtained. These are private concerns but the Sub-Divisional Officer keeps a check on prices and conditions of sanitation. Prior to the food shortage of 1943, workers could obtain their food stuffs in the local markets at reasonable rates. As soon as these rates rose beyond their means, the Department engaged a contractor to supply foodstuffs at fixed rates. The Department did not incur any great expense in this, but as most of the workers are rice-eaters, rice had to be purchased at Rs. 16 per maund and sold at a lower price of Rs. 14. Casual labour received rice only at concessional rates, but work-charged men obtained grain rations and concessions according to size of family in respect of grain, mustard oil, sugar and salt. Apart from this, there are *baniyas* at each airfield and they sell other food-stuffs to labourers at rates controlled by the Executive Engineers.

Housing.

No *pucca* structures are provided for the labourers. In fact, 90 per cent. of the labour being contract labour who preferred to live in their own houses in the neighbouring villages, no housing accommodation has been necessary. Only where contractors have imported labour they were bound under their terms of agreement to provide adequate accommodation in huttings and make the necessary sanitary arrangements.

Workmen's Compensation and Accidents.

The number of accidents is few in the airfields. At Lalmonirhat Aviation Division, there were 6 accidents in 1942-43 and 2 only in 1943-44. In

the former year, Rs. 20 was paid as compensation in one case and in 1944, also in one case, Rs. 100 was paid. At Kharagpur, the numbers of cases were 3, 5 and 15 respectively in 1942, 1943 and 1944, while compensation was paid in one case (at Rs. 2630) in 1942 and in 3 cases (at Rs. 3150) in 1944.

Miscellaneous.

As airfields fall in the danger zone, A.R.P. organisations have been set up on each site. First aid and Fire Fighting parties have been formed and an Ambulance provided for casualties. At the various sites of work slit trenches have been dug and workers have been instructed to take cover in the event of raid. At two or three convenient spots a large red ball is suspended from posts and watchers are on duty at these posts. Hand sirens have been installed in some airfields and in others signals are given by beating of drums and instant lowering of the red balls.

After the war is over, contractors will be unable to find work for their labour. In case it is decided to use these airfields for civil aviation purposes, it might be possible to provide employment to about 25 per cent. of the contract labour, while all the labour now working directly under the C.P.W.D. would be required for maintenance. In any case it appears that the problem of surplus labour is going to be a serious one here.

CHAPTER IV—BOMBAY AVIATION DIVISION.

The Bombay Aviation Division with its ramifications at Bombay, Bombay Suburban District, and Ahmedabad, is a war-time development like most other aviation divisions. The labour employed directly and indirectly is also temporary being utilised for temporary and urgent war-time works such as military buildings and runways for aeroplanes. Owing to this factor, quite a different colouring is given to problems such as housing, recruitment, standing orders, wage rates etc. The future of this labour is also vague. Labour directly employed by the C.P.W.D. is a small quantity owing to all these reasons, while contract labour predominates here as elsewhere.

Employment.

The total number of workers employed directly and indirectly in the Division can be seen from the table below. Figures have been given separately for (1) Bombay and Suburbs, and (2) Ahmedabad.

TABLE 7.

Average Daily Number of Workers Employed.

		July 1942		Jan. 1944		Oct. 1944		
		(1)	(2)	(1)	(2)	(1)	(2)	
(a) Total number of workers Departmental contract		.. 102	129	81	76	168	77	
		4086	412	4080	53	891	53	
(b) Number of piece rate workers		.. 4076	402	4070	49	885	49	
(c) Number of time-rate or salaried workers		.. 112	139	91	80	174	81	
		Men			Women		Children	
		July 1942	Jan. 1944	Oct. 1944	July 1942	Jan. 1944	Oct. 1944	Oct. 1944
A. Employed & paid directly.		{ (1) 102	77	168	.. 4	..	..	..
		{ (2) 129	56	68	.. 20	9	..	..
B. Employed & paid through contractors.		{ (1) 2656	2650	576	1,30	1230	270	200 200 45
		{ (2) 272	38	38	120	10	10	20 5 5
C. Employed through contractors & paid directly.		Nil						

Women and children are employed mainly as coolies. All workers are classified as temporary and no accurate information regarding length of service is available. Labour turnover and absenteeism have little meaning in the situation. Available figures did not suggest that either of them was

serious in the places covered. There are certain terms of conditions of temporary service between Government and workers, such as *mistries*, *mucadams* etc., who are employed on a monthly wage. The conditions briefly are that (i) if the worker wishes to leave, he must give one month's clear notice or forfeit one month's pay, and (ii) if Government wishes to dispense with his services this may be done at any time without notice if necessary. The latter condition might appear unfair but where a department is engaged solely on important defence works, it is no doubt necessary. However, it has been stated that a month's notice is in fact always given if possible. Recruitment of labour is done in the case of departmental labour by enquiry in the local market and there are constant applications for jobs.

Wages and Earnings.

The wage position for departmental labour can be seen from the table below :—

TABLE 8.
Consolidated Wage of Workers.

	Wages per day.						Wages per day.					
	Minimum			Maximum			Minimum			Maximum		
	Rs.	as.	ps.	Rs.	as.	ps.	Rs.	as.	ps.	Rs.	as.	ps.
Male cooly adult ..	1	0	0	1	13	0	1	14	0	2	2	0
Female cooly ..	0	12	0	1	8	0	2	8	0	3	9	0
Boy cooly ..	0	10	0	1	6	0	2	9	0	3	9	0
Sweepers ..	1	9	0	1	13	0	1	14	0	2	4	0
Mali ..	1	9	0	1	13	0	1	14	0	2	2	0
Chowkidar ..	1	9	0	1	13	0	1	8	0	2	2	0
Plumber or Fitter ..	2	2	0	2	10	0	1	8	0	2	2	0
Assistant Fitter ..							2	2	0	3	9	0
Carpenter ..												
Mason ..												
Painter ..												
Polisher ..												
Mucadam ..												
Bhisty ..												
Blacksmith ..												

The wages are paid on a daily basis and are not divided into wage and allowances, but make one consolidated payment for both. The consolidated wage paid at present, it may be noted, is double the consolidated wage paid in 1939, the 100 per cent. increase being in lieu of dearness allowance. Wages paid by contractors are somewhat higher than these. The departmental wage rates are based on the Provincial P.W.D. rates for corresponding categories of labour as also on those of Bombay Central Division (C.P.W.D.). Separate dearness allowance is paid to the supervisory staff, employed on a monthly basis, such as overseers, *mistries* and *mucadams*, at rates sanctioned from time to time by the Government of India. Overtime, which is not compulsory, is paid for at the same rates as the day work, e.g., the normal working day being considered as 8 hours, for each hour of overtime the worker will receive 1/8th of his daily wage extra. There are no deductions or fines. Labour employed and paid directly on a daily wage is usually paid monthly. For casual departmental labour engaged for a shorter period on a particular job and then discharged, payment is made fortnightly. Payment takes place 4 days after the end of the wage period. Contract labour, which is engaged mainly on piece work is paid weekly, usually on Tuesdays.

Working Conditions.

One shift of eight hours daily from 9 a.m. to 1 p.m. and 2 p.m. to 6 p.m. is the general practice. There are no multiple or overlapping shifts. The work carried out by the Department is almost always in the open air and not in factory buildings. Hence there is no question of ventilation, lighting etc. But there is no protection from the heat of the scorching sun. No shelters have been provided for workers during rest intervals and they usually spread themselves under the shade of neighbouring trees. In some instances, small bamboo matting shelters have been erected but these are very few.

Welfare Activities.

At the Santa Cruz aerodrome the departmental labour on the job is housed in *pukka* accommodation with proper sanitation and pipe water supply. The distance of this accommodation is at a maximum of one mile from the farthest point of their work. Whilst on work there are no sanitary arrangements, however, the water supply is obtained from the nearest standpipes or well. If these are not available, the workers bring water with them in earthen pots. On a job of sufficient magnitude, e.g., over 1,000 workers, Government provides a special dispensary at site of work with a part or full time doctor in attendance and a compounder and stock of medicines. The treatment is free of charge to both contract labour and departmental labour. The Santa Cruz dispensary has an average of 40 cases per day. The prevalent diseases are malaria, skin diseases (scabies, eczema, etc.), dysentery, and guineaworm. There are no occupational diseases. The only work liable to cause such a disease is the handling of tar or bitumen, but there is not much of such work and precautions are taken. Apart from medical treatment, canteens are usually established on the work and in the labour camps, in the case of large works, executed by contract. These canteens or teashops are run by private enterprise and the sale prices of articles compare favourably with the market prices. No creche is maintained for women workers. As all works in the Division are within municipal bounds, no special facilities for education are considered necessary. Grain shops have been opened at the site of work and the ration cards of workers issued by the local rationing authorities are transferred to these shops. This system is more convenient as workers do not have to travel long distances to the usual ration shops.

Housing.

There are two sets of tenements of bricks, facing each other in the Civil Aviation Division, Santa Cruz. The first is a set of 5 rooms (each room about 10 ft. $\times$ 15 ft.) and is meant for 17 tradesmen, i.e., skilled workers or mechanics. There is a verandah, and each room has two doors and two windows. The roof is tiled. Another set is of 7 rooms (each room about 15 ft. $\times$ 20 ft.) and is intended for 40 unskilled workers. These rooms also resemble rooms of the other set, but each room has only one door. There is no privacy worth the name even where families live, while congestion is considerable, 5 or 6 persons having to live in a room of 15 ft. $\times$ 20 ft. There are no lights and this is a nuisance especially as this area is known to be infested by snakes. Workers complained that kerosene was not available and that electric lighting could have been easily installed on a temporary basis. A large number of workers live in private tenements in the neighbourhood. Here the conditions are even worse. (As regards housing of contract labour, please see *infra*.)

Working of Labour Acts.

The establishment is not covered by the Factories Act, but the Workmen's Compensation Act applies and is duly observed. As soon as an accident takes place, first aid is rendered by the doctor on duty at the works and if necessary the injured person is sent to the nearest Government hospital. If the patient is detained longer than 7 days, the accident is reported to the Superintending Engineer and Chief Engineer and meanwhile the Engineer-in-charge sees that the necessary compensation due under the Act is paid to the injured party by the department or by the contractor. Strict action is taken with regard to injuries sustained whether the worker is employed by the department or by a contractor.

Indebtedness.

Labour employed directly by the Department is not as a rule indebted. This, however, is not the case with casual labour employed and paid by contractors. This type of labour is employed on piece work and when it is first engaged by a contractor certain advances of wages are paid by him

until the first payment on work done is due. When this advance is deducted from the payment due, in some cases there is a tendency to levy an exorbitant rate of interest. Remedial measures are applied by investigation of the Labour Welfare Officer and by the construction agency as far as the conditions of the contract permit. The procedure, however, according to the Executive Engineer of the Division, has not been very successful and he suggests that the Labour Welfare Officer should have powers to enforce proper conditions.

CONTRACT LABOUR—(A Brief Survey).

The conditions of contract labour are somewhat peculiar and, therefore, a special survey of this labour was made at Santa Cruz, Bombay. The minimum conditions of labour welfare are laid down in the Tender Form which practically serves as an Agreement between the contractor and the Department. These conditions refer to hutting, prohibition of child labour, payment of wages, water-supply, sanitation etc. It is the duty of the Government Labour Welfare Officer not only to see that the contractors observe all these conditions, but over and above to provide further amenities of welfare to labour through contractors. Most of the complicated problems about this sort of labour arise, because of three factors :—

- (1) A large amount of labour is imported from far-off places for a temporary but urgent work,
- (2) A vast majority of these people is illiterate, uneducated and poverty-stricken, and
- (3) The contract work divides itself further into petty and sub-contracts.

Nature of the work.

A runway for the aeroplanes is being built in Santa Cruz. It is to be 150 ft. in width and a few furlongs in length and to be made of cement concrete. The whole area, which will thus come under the runway, has been divided into a number of "slabs" which are to be filled with mortar and cement. The whole work is taken on contract by Messrs. Dhupia & Co., who are thus the main contractors. They give parts of the main contract, which are in this particular case the filling up of some slabs, to sub-contractors, who may further sub-divide the contract. For example, *muccadams* may be engaged to fill up the slabs, with earth (a kind of work, generally done by a gang of *Vadars*), to water the earth, mortar and cement, to work on the cement-manufacturing machine, etc. Each *muccadam*, who has under him some workers thus works in the capacity of a petty contractor. The entire contract work in this way turns into a sort of a pyramid, with the main contractor at the top. Below him come the sub-contractors and petty contractors, with the entire unskilled labour force at the bottom. This peculiar feature of the contract work creates some curious problems. One of these is that though the main work may be in progress, the petty contracts may show some irregularity. For example, in one case, about 600 workers were asked to go back by the petty contractors, because of the lack of work. Further enquiries revealed that the main contractors demanded a deposit of Rs. 100 from each of these petty contractors, and the latter, unwilling to furnish it, stopped their work altogether, thus throwing out of employment about 600 workers. Another problem arises as to the incidence of responsibility. In another case, one *muccadam*, Gotiram by name, did not pay six of his workers. The facts of the case are that the *muccadam* ran away and when the workers working under him asked the petty contractor, who was the employer of Gotiram, he said that he had already paid their wages to Gotiram. The C.P.W.D. rightly hold the main contractor responsible for all such mistakes on the part of petty contractor and their workers. However, it is found that the main contractor passes on the penalty to the petty contractors, who may pass it still further. Such difficulties often arise in payment of wages and of compensation.

Recruitment.

Recruitment of labour is perhaps one of the most important problems of contract labour. The usual method is to recruit through a number of intermediaries. A gang of workers, varying from 10 to 50 workers, moves from place to place in search of work. In war-time such workers are required for the construction of military works and thus can be easily recruited. They either work as daily-paid employees directly under the main contractor, who takes the contract from the C.P.W.D., or as a gang taking a part of the work on contract and working in such cases as employees of a petty contractor, who in many cases, may be the leader of their gang. In the works visited in Santa Cruz, the workers were mostly from the Karnatak area and from some of the districts of the Madras Province. Besides an appreciable number of workers were from the adjoining villages, mostly *Vadars*. The labour from Karnatak is brought by intermediaries, and here, in their case, the problem of housing arises most acutely. Almost all the workers are unskilled and are engaged in such work, as digging earth (males), carriers of earth (male and female), carriers of mortar baskets (females) and drawing water (males and females). A few "skilled" workers, such as cement mixers, *bhistis* (water-man), masons, carpenters, etc., are also employed. All these are males, and though it is rather unfair to call them skilled workers they must be treated differently from the unskilled workers, who generally do the *bigari* work.

Wage-rates.

The average wages are Rs. 1-8-0 for males and As. 0-14-0 to Rs. 1-4-0 for females and children (above 12 years of age). Skilled workers, such as those working on cement get more. These rates are generally the same both for the departmental and contract labour. However, the fact the work is subdivided into petty contracts, lends some variation to wages. For example, the main contractor pays to the gang of *Vadars* Rs. 2-4-0 to Rs. 3-0-0 for filling a *baras* with earth. (A *baras* is a plot of land 10 ft. $\times$ 10 ft. $\times$ 1 ft. which after filling with cement is turned into a slab). The variation in the payment for the *baras* is due to the distance from the pit to the slab. It is less than Rs. 2-8-0 if the distance is less than 500 ft. and it is more than Rs. 2-8-0 if the distance is more. The payment to the *Vadars*, therefore, by their gang-leader varies accordingly. It was found that the females were paid per day from As. 0-12-0 to Rs. 1-2-0 and the males were paid from Rs. 1-8-0 to Rs. 2-0-0. The wages may be on piece-rates also. In a day, a *Vadar* couple (husband and wife) can fill up one *baras* and thus may get from Rs. 2-4-0 to Rs. 3-0-0, the wage thus obtained by the individual may be from Rs. 1-2-0 to Rs. 1-8-0. The wage-rates in Bombay are higher than those in the mofussil. In Lohagaon, about 5 miles from Pona, the wages per day are : Rs. 1-0-0 to Rs. 1-8-0 for males, As. 0-9-0 to Re. 1-0-0 for females and As. 0-8-0 to As. 0-12-0 for children. The wages are consolidated and dearness allowance, bonus, etc., are not in existence.

Welfare Activities.

The workers have to work on an open wide moor, in scorching heat throughout the day. However, arrangements even about water for drinking were quite unsatisfactory. The scarcity of water was felt even for the work of cement mixing ; this water was brought by some *bhistis* from a well far from the actual place of work. The well, in the afternoon, had water in it only one foot deep, but there is adequate water only in the morning, which soon gets exhausted and in the afternoon they have to get it through small pails. There is a dispensary in Labour Camp No. 1, with a part-time doctor (attending from 2 p.m. to 6 p.m.) and a full-time compounder. It may be mentioned here that on the day of investigation, the doctor had not come even upto 4.30 p.m. On average, there are 22 to 25 cases per day and most of these are of cough and cold. The whole area is very much infested with mosquitoes and the workers piteously complained that it was impossible for them to get sleep at night.

Housing Accommodation.

This is perhaps the most important problem in case of contract labour. As laid down in the tender form, the contractor has to provide "hutting" for the workers, with facilities like water, urinals, latrines, etc. In Santa Cruz there are four labour camps. The origin of Labour Camp No. 1 is rather curious. Messrs Pilani and Ichhaporia, the previous contractor, had not provided the necessary welfare amenities for the welfare of the workers. The Government, therefore, deducted Rs. 10,000 from payment to the contractor and built seven rows of huts, which are semi-permanent in the sense that though they are built of grass and mats, they are fairly a proof against rain and heat. These seven huts have each about 12 tenements and in each tenement about 3—4 persons, usually a family stays. The height of the huts varies from 3½ ft. to 9 ft. There is a big well, which provides water for all the inmates of the labour camp. However, the well is not well-fenced and washing and bathing near it is not uncommon. Labour Camps Nos. 2, 3 and 4 are just *ad hoc* huttings. The first of these is of grass while the other two are of mats. These huts are of various sizes and shapes. Some of them are cubes of 5 ft. × 5 ft. × 5 ft. while a majority are triangular in shape. Scarcity of water is common in case of all these Camps. A number of workers were without any huts staying with their families on open ground. It was stated that they had only recently arrived from far-off places, but on further enquiries, it was found that some of them were there for about a week, while a set of some families had been in Santa Cruz about a week back, went to another place for work and then returned to Santa Cruz in about four days' time. These workers and their families utilise the shade of some trees, under which they cook and eat, live and sleep.

CHAPTER V.—BANGALORE AVIATION DIVISION.

The Bangalore Division, like many of the other Divisions, is a war-time development and the works under it did not exist before 1939. There are four main works mainly concerned with aviation construction and maintenance. They are at Yelahanka, Kolar at the Hindustan Aircraft Factory and the R.D. Flying School at Bangalore proper. The employment is very largely temporary in character and as a consequence highly fluctuating, as will be seen below.

Employment.

Before 1939, as the works did not exist there was no employment at all. In the year 1942, a large number of workers, nearly 10,000 were employed for the construction of runways. In 1943, about 3,000 only were employed. The later figures (for 1944) are shown below which show even a monthly variation on a great scale. Future trends of employment during and after the war are extremely uncertain and no estimates are possible.

TABLE 9.
Average Daily Number of Workers Employed.
(April—December 1944).

Month.	Yelahanka.	Kolar.	Hindustan Aircraft Factory.	R. D. F. school.	Total.
April 1944 ..	1,800	1,800	500	350	4,450
May ..	2,400	2,400	500	350	5,650
June ..	3,000	3,000	1,900	350	8,250
July ..	2,500	2,500	1,900	200	7,100
August ..	1,900	1,900	1,900	250	5,950
September ..	1,300	1,300	1,300	150	4,050
October ..	3,190	2,345	775	240	6,450
November ..	3,310	3,145	1,375	260	8,090
December ..	3,360	3,715	3,810	260	11,145

Figures of employment under departmental and contract labour classified according to skilled and unskilled categories are given in the table below :—

TABLE 10.

Employment classified according to Skill and Employer. (December 1944).

Works.	Departmental Labour.		Contract Labour.		Total.
	Skilled.	Unskilled.	Skilled.	Unskilled.	
Yelahanka	140	700	470	2,050	3,360
Kolar	85	850	480	2,300	3,715
Hindustan Aircraft Factory	60	600	150	3,000	3,810
R. D. F. School ..	50	100	30	80	260
Total	335	2,250	1,130	7,430	11,145

No details regarding employment of men, women and children, or of time and piece-rated workers, or of permanent and work-charged men were available. The rights and duties of permanent and work-charged men are the same as in other Divisions, as these have been laid down by Government.

The labour recruited by the Department itself is almost always local, except in the case of certain special types. But contract labour is recruited invariably from outside areas, because the contractors rely on headmen who have been associated with them in other works to get the men. The main areas from which contractors have drawn labour in this Division are : Coimbatore, Madras and Chingleput Districts, and the Ceded Districts. Certain types of labour are drawn from particular areas, e.g., carpenters from Malabar, earth-work labour from Hindupur and quarry workers from the Guntur District. There is a good deal of seasonal migration, labour supply being very difficult to obtain during the agricultural season. Departmental labour is recruited through middlemen, namely, the *mistries*, who are employed to supervise the work of the men. These *mistries* are completely responsible for bringing the labourers, and for seeing that they attend regularly and work properly. The *mistries* are paid their own salaries and there is no commission for supervision. The Department do not advance any money for purposes of recruitment. As payments made by contractors to these *mistries* are on a piece basis, the *mistries* themselves get the workers they need. The contractors advance money to *mistries* for getting labour from outside areas, for railway fares, incidental expenses etc. Contractors have also to provide rations and hutting accommodation for labourers. Sometimes, a commission is paid to the recruiting agents according to output for recruiting done, e.g., Re. 1 per unit of earth work.

Wages and Earnings.

The following table gives a broad idea as to the prevailing wage-rates for certain types of casual labour employed in the Division both by the Department and by contractors :—

TABLE 11.

Daily Wage Rates of Main Types of Workers (1942-44).

Type of Worker. *	1942.			1944.			Increase. %
	Rs.	As.	Ps.	Rs.	As.	Ps.	
Carpenter	..	..	..	..	..	..	} 1 8 0 2 8 0 66 2/3 %
Bricklayer	..	..	..	..	..	..	
Fitter	..	..	..	..	..	..	
Stone Cutter	..	..	..	..	..	..	
Painter	..	..	..	..	..	..	
Smith	..	..	..	..	..	..	

TABLE 11—*contd.*

Type of Worker.	1942.			1944.			Increase.
	Rs.	As.	Ps.	Rs.	As.	Ps.	%
Man coolie	0	10	0	1	2	0	80%
Woman coolie	0	6	0	0	10	0	
				to 0	12	0	83.3% (av.)
Boy coolie	0	6	0	0	10	0	66.6%
Head coolie	0	12	0	1	8	0	100. %
Thatcher	0	12	0	1	0	0	33.3%

The wage rates are more or less the same for departmental and contract labour. Apart from casual labour, the Department has its permanent and work-charged staff. The monthly rates paid to work-charged men can be found in Appendix VII. It will be seen that the monthly rates do not materially differ from the daily rates above of casual labour (converted into monthly rates).

The Department adopts the competitive rates prevalent in the market. Contractors' rates are, as stated above, also more or less the same as those of the Department; but the contractors adopt the piece-rate system, paying the headman a certain amount of money according to the work turned out. It is quite possible that the headman occasionally knocks off a certain part of wages accruing to the labourers at competitive rates so as to enhance his own gains. There is no system of overtime. Even if workers work beyond the scheduled working hours, they are paid at the same rates. Contractors, however, sometimes pay special rates for rush work. There are no fines (except very rarely) and no fine funds.

As regards the wage period, the departmental labour is mainly on a monthly basis and the payment takes place in their case on the 6th or 7th of the subsequent month. Daily rated labourers are paid once every 10 or 15 days. Contractors pay their labourers once every week, mainly on the market day.

Working Conditions.

The hours of work are generally from 8.30 a.m. to 1 p.m. and 2 p.m. to 6 p.m. with a lunch interval at 1 p.m. This amounts to 8½ hours work per day with a 9½ hours' spreadover. The working hours, however, are not strictly adhered to in practice and workers often have to work late in the mornings and make it up by working till late hours in the evening. Work is mostly in the open air and so question of lighting, fresh air etc. does not arise. No separate shelters, however, are provided for rest. Workers go to their own huts nearby or take rest in the open under trees etc. No latrines and urinals are provided. Drinking water is provided either by means of taps or is sometimes brought to the working places in lorries.

Welfare Activities.

A dispensary is run at each of the four works. A sub-assistant surgeon on Rs. 80—100 is in charge, with a compounder on Rs. 30. The system of medicine is that approved by the Indian Medical Service. There are no occupational diseases but only common ailments and occasional accidents. No canteens are provided for workers, but there are some canteens run for the subordinate staff, such as overseers. There are neither crèches nor facilities for education of children or adults.

Housing

The labour employed by the Department, being largely local, is expected to look after its own housing. Only sheds are constructed and accommoda-

tion is provided for the essential staff of the Department, such as the supervisory staff, lorry drivers, mechanics, etc. Contractors supply building materials to their headmen, who give it to the workers and the latter build their own huttings. There are no particular rules regarding the number of huttings to be provided. Usually each family is provided with one hutting. No rent is charged.

Safety Acts, etc.

The Workmen's Compensation Act applies. In case of a contractor's worker being involved in an accident, the contractor is liable to pay the compensation fixed by law. In 1943, there were two fatal cases. In one case Rs. 750 was paid ; the other case is not yet finally disposed of by the Commissioner.

CHAPTER VI.—KARACHI AVIATION DIVISION.

This division was established in January 1942 to supervise the construction of works in Sind and some outlying places in Iran for the armed forces of the United Nations. By February 1945, most of the works had been built and employment had gone down considerably. Accurate figures regarding employment could not be obtained as till August 1944, the contractors, who employed most of the labour, were not required to submit any employment returns. Early in 1944, a Provincial Labour Supply Committee was formed and according to their requirements, employment figures began to be collected by the Division. The position as regards average daily employment in November 1944 was as follows :—

- (a) Total number of workers—2,245.
- (b) Number of piece-rate workers—1,990.
- (c) Number of time-rate and salaried workers—255.

Of these 2,245 workers, the Department employed only 255 men. The rest, i.e., 1,990 workers, (1,280 men and 710 women) were contractors' employees. No children were employed. The number of departmental employees was almost stationary at 255 throughout the year 1944. Nearly all of them were skilled workers like overseers, mistries, drivers, cleaners, masons, carpenters, wiremen, plumbers, liftmen, etc. Hardly any unskilled workers were employed by the Department directly. Almost all unskilled workers and also some technical and skilled men were employed by contractors. The following table shows the strength of labour employed by contractors during August-December 1944.

TABLE 12.

Contractors' labour (1944).

Month.	Men.	Women.	Children.	Total.
August	970	330	120	1,420
September	1,280	600	..	1,880
October	1,265	610	..	1,875
November	1,280	710	..	1,990
December	1,250	182	..	1,432

By February, 1945, the number of contractors' employees had fallen to about 1,000. The details of average daily employment in some of the sub-divisions are given below :—

TABLE 13.
Average daily Employment in the Korangi Sub-division (R.A.F. Sea-Plane Base).

Month.	Departmental.				Contractors'.				Total.
	Skilled.		Unskilled.		Skilled.		Unskilled.		
	Men.	women.	Men.	Women.	Men.	Women.	Men.	women.	
September, 1944	20	..	112	32	10	..	23	..	197.
October, 1944	20	..	75	17	15	..	111	10	248
November, 1944	20	..	45	..	70	..	60	47	242
December, 1944	20	..	49	..	70	..	168	70	377
January, 1945	20	..	47	..	65	..	105	60	297
February, 1945	20	..	52	..	60	..	155	60	347

In the Malir Sub-division when residential quarters for the armed forces were being built, 135 workers were employed by the contractor, all on a time-rate basis. Of these 105 were men (30 skilled and 75 unskilled) and 30 women (all unskilled). At Karachi Airport, the contractor employed 250 workers of whom 150 were men and 100 women. There was hardly any information about contract labour in the office of the Executive Engineer. The information about departmental labour itself was scanty. Thus there were no records of the length of service of the operatives, absenteeism and turnover of labour. It was, however, stated that absenteeism was low amongst the work-charged staff. Unskilled workers, mostly contractors' employees, migrate to agriculture in sowing and harvesting seasons. There are no "standing orders" governing the relationship of employers and employees, except, of course, the Government Servants' Conduct Rules which apply to the departmental employees.

Recruitment and Sources.

Superior technical posts are advertised and recruitment made from amongst the applicants. Other skilled workers, work-charged or casual, are recruited through the employees. Contractors recruit labour through *jamadars* who are whole-time employees. No commission as such is paid to them for the work done. As the places of construction are at considerable distances from Karachi proper (15 to 20 miles) a large number of workers have to be transported on lorries from and to Karachi. All skilled workers whether departmental or contractors', live in Karachi. Sometimes unskilled coolies are recruited from the villages nearby and in that case it is not necessary to make any arrangements for conveyance. Where conveyance is provided, it is free. It was stated by the Sub-Divisional Officers in the Division that it had been impossible to recruit efficient workers on the wages sanctioned by the C.P.W.D., because the contractors offered much higher wages. As regards the sources of labour it was found that an overwhelming majority of masons and brick-layers were *Meghwars* from the Udaipur State. Skilled workers, such as plumbers, wiremen, overseers, came from the Punjab. Unskilled workers were for the most part Marwaris. A large number of Makranis also were employed as coolies and they form quite 30 per cent. of the total labour force. The Sub-Divisional Officers and the Departmental overseers are expected not only to supervise the construction work but also to keep a watch over the activities of the contractors *vis-à-vis* their labour. In practice, however, there is not much supervision over the contractors, so far as labour matters are concerned. For instance, under clause 21 of the Conditions of Contract, sub-letting of work is illegal, unless specifically permitted by the Divisional Officer. Cases came to our

notice where the contractor had employed petty contractors without the required written permission. The fact that generally no cognizance is taken of the fact is serious from the standpoint of labour. In one case a sub-contractor employed 200 workers and after working for 10 days fell out with the contractor on some issue. The contractor refused to make any payments to the sub-contractor and the latter in his turn made no payment to the workers. What happened ultimately is not known and is not of much consequence either. There can be no doubt that occasions like these must put the daily wage earner to unnecessary and avoidable hardships.

Wages and Earnings.

Wages of the regular as well as work-charged staff are fixed by the Department centrally, but those of casual labour are fixed according to the rates commonly paid in the locality. Regular and work-charged staff are salaried employees and are entitled to a dearness allowance and 20 days' leave with pay. Wages paid to the daily wage earners are inclusive of all allowances. The rates of wages and salaries paid to the workers are given below.

TABLE 14.
Salaries of Departmental Workers paid in the Central Sub-Division.

				1942.	1943.	1944.	Feb. 1945.
				Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Overseer*	..	..	(i)	70 0 0	77 0 0	84 0 0	84 0 0
			(ii)	150 0 0	157 0 0	164 0 0	164 0 0
Mistry*	..	..	(i)	50 0 0	57 0 0	64 0 0	64 0 0
			(ii)	70 0 0	77 0 0	84 0 0	84 0 0
Mason*	..	..	(i)	50 0 0	57 0 0	64 0 0	64 0 0
			(ii)	60 0 0	67 0 0	74 0 0	74 0 0
Carpenter*	..	..	(i)	50 0 0	57 0 0	64 0 0	64 0 0
			(ii)	60 0 0	67 0 0	74 0 0	74 0 0
Wireman	..	..		40 0 0	47 0 0	54 0 0	54 0 0
Plumber Mistry	..	..		60 0 0	67 0 0	74 0 0	74 0 0
Chowkidar	..	..		18 0 0	23 0 0	29 0 0	29 0 0
Male coolie	..	..		20 0 0	25 0 0	31 0 0	31 0 0
				to	to	to	to
Boy coolie	..	..		25 0 0	30 0 0	36 0 0	36 0 0
				18 0 0	23 0 0	29 0 0	29 0 0

*There are only 2 men employed under this category.

TABLE 15.
Wages paid in the Korangi Sub-Division.

				July, 1944.		March, 1945.	
				Departmental.	Contractors.	Departmental.	Contractors.
				1	2	3	4
				Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Overseer*	..	..	(i)	70 0 0	..	80 0 0	80 0 0
			(ii)	120 0 0	..	120 0 0	150 0 0
			(iii)	150 0 0	..	150 0 0	200 0 0
Mistry**	..	..	(i)	50 0 0	..	50 0 0	50 0 0
			(ii)	70 0 0	..	70 0 0	90 0 0
Mason	..	..		60 0 0	Rs. 4 to 5 per day.	60 0 0	Rs. 4 to 5 per day.
						3 0 0	
						p. d.	
Carpenter	..	..		60 0 0	Rs. 4 per day	60 0 0	Rs. 4 to 5 per day.
						3 0 0	
						p. d.	
Plumber mistry	..	..		60 0 0	..	60 0 0	..
Mukadam	..	..		30 0 0	..	30 0 0	..

*There were 3 men in this category, in each case.

**There were 2 men in this category, in each case.

	1	2	3	4
Chowkidar	27 0 0	Rs. 2 per day	27 0 0	Rs. 2 per day
Painter	2 0 0	Rs. 3 per day	3 0 0	Rs. 3 per day
	p. d.		p. d.	
Male coolie	1 4 0	1 8 0	1 8 0	2 4 0
			work charged got.	
			27 0 0	
Female coolie	1 0 0	1 4 0	1 0 0	1 4 0
				to
				1 8 0
Bhisty		2 8 0		2 8 0
		p. d. to		to
		3 0 0		3 0 0
		p. d.		
Sweeper	27 0 0		27 0 0	
Blastmen		5 4 0		5 0 0
		p. d.		p. d.
Boy coolie		1 4 0		1 4 0
		to		to
		1 8 0		1 8 0
		p. d.		p. d.
Driver		75 0 0		75 0 0
		to		to
		125 0 0		125 0 0
Cleaner		40 0 0		40 0 0

The dearness allowance paid in this sub-division is Rs. 9 p.m. to those getting Rs. 39 p.m. and below, and Rs. 12 p.m. to those getting from Rs. 40 to Rs. 100 per month. In the latter case the corresponding dearness allowance rate in Karachi proper is Rs. 14 p.m. This disparity would seem to be unjustified in view of the fact that nearly all the workers live in Karachi City.

Overtime, etc.

No registers for recording overtime are maintained. It was stated that for overtime work workers were paid at 1-1/2 times the normal rates. Departmental labour is not employed beyond the scheduled hours of work but the case is different with contractors. Often, when the period of contract is about to expire, they work two or three hours' overtime every day. In such cases, they pay the workers wages for extra work the same day. Hence they do not maintain any records. No deductions are made from the wages nor are any fines imposed by the contractors. As for the work-charged staff, it was stated that fines ranging from As. 4 to Re. 1 were imposed only in case of recurring negligence of duty. The period of wage payment in the case of contractor's labour is one week, wages being paid two days after they fall due. For departmental labour the period is one calendar month and payments are made by the 7th of the month following.

Holidays.

Contractors labour is granted holiday on Sundays and important festivals, but no payment is made for these days. Work-charged labour employed by the Department gets Sundays off with pay and is entitled to 20 days' casual leave with pay in the course of one year. They also get 5 communal and 3 common Government holidays.

Working Conditions.

The problems of lighting, ventilation and congestion do not arise in the case of C.P.W.D. labour as it is employed in open localities and work is confined to day time. If in cases of emergency labour is employed at night, suitable lighting arrangements are made. The hours of work for work-charged

staff are 9, *i.e.*, from 9 a.m. to 6 p.m. with an hour's rest between 1 and 2 p.m. The scheduled hours of work for contractors' labour also are 9, from 9-30 a.m. to 6-30 p.m. with an hour's rest interval. In practice, however, workers are picked up at Karachi at 7 a.m. and conveyed to the site in an hour's time. Work is started at 8-15 a.m. and goes on till 7 p.m. with a break at 1 p.m. for an hour or so. It seems that the Departmental officers do not object to this practice, possibly because they are not required by the Department to do so and also because they are enthusiastic only about getting the building constructed in as short a time as possible! In none of the centres visited had any shelters been built. Sometimes the building under construction itself provides shelters to workers.

Welfare Activities.

Sanitary arrangements were found to be inadequate at all places and deplorable at some. Small enclosures (4 ft $\times$ 4 ft.) with mat-cum-bamboo walls and raised seats served as latrines. These were at the disposal of both the day and housed workers. At one site only, four seats had been built for the use of 105 workers. No separate urinals had been built at any place and workers were expected to go to the open spaces. Water supply was adequate everywhere and workers had no difficulty about drinking, washing and bathing. It was, however, surprising that *nowhere* had any arrangements been made for medical aid in case of sickness or accident. It was stated by the Executive Engineer of the Division that in the case of big works outside Karachi, the Department provided a regular dispensary in the charge of a qualified Doctor and compounder. As far as could be ascertained, however, only one Doctor had been employed by the Department on Rs. 120 per mensem. Even his services had been dispensed with at the time of the survey, although at one or two sites over 200 workers were still working. At the American Airport, the military hospital did provide outdoor treatment to workers but elsewhere no such facilities were available. The contractors made no arrangements at all for medical aid, not even first aid. It was stated that as Government dispensaries provided sufficient facilities, there was no necessity to provide any dispensary or hospital arrangements at sites within the Karachi municipal area. The general health of the workers, however, was found to be above par and the only disease prevalent to any extent among them was malaria. No grain shops or canteens were found anywhere except for a small tea-stall at one place, where the contractor supplied tea to his employees at the rate of 1 anna per cup. Workers had become addicted to tea and each one of them consumed at least four cups per day! Cooked vegetables were also sold to the workers who brought *chapatis* from the town. No arrangements had been made anywhere for the education of adult workers and their children nor had any creches for the benefit of women workers been built.

Housing Accommodation.

Almost all skilled workers are, as stated before, conveyed from Karachi proper to the sites on lorries and hence no housing arrangements are made for them. Unskilled workers are provided housing accommodation on the sites free of rent. Four persons were usually housed in a room 10 ft $\times$ 12 ft. The housing accommodation provided consisted entirely of mat and bamboo huts except at one place where *pucca* single-room tenements built for bearers of military officers had been temporarily made over to the coolies. No rents were charged for these also. No latrines apart from those for the general use had been built anywhere. Food was cooked by the workers inside their huts and this was dangerous in view of the fact that all the huts were made of inflammable material.

Miscellaneous.

The employment figures in the Division have shown wide fluctuations since the establishment of the Division in January, 1942. Strangely enough no records of employment were maintained and hence it is not possible to give any details. It was, however, stated that in the middle of 1943 employment had gone up to about 6,000. Because of the very casual tenure of the contractors' workers, it has not been possible for them to form a trade union. In some other C.P.W.D. Divisions there was some employment even before the commencement of the war which formed the nucleus in the war years and built up some sort of an organisation among workers. In this Division, however, workers were recruited only for the construction of defence works and were dismissed as soon as the works were completed. In the absence of such a union the interests of the workers obviously suffer. For instance, although the Workmen's Compensation Act applies to C.P.W.D. labour, no cases came to notice where compensation had been paid. Workers were not found to be indebted and many of those who were indebted earlier had been able to scale down their debts appreciably. After the cessation of hostilities, it is anticipated that the construction of original works will be stopped. Consequently, there will be heavy reductions in the employment of labour. It is expected that labour on a very small scale will be needed for maintenance purposes. It may, however, be pointed out that at present the C.P.W.D. are constructing works for and on behalf of the military authorities. After the war it will depend upon those authorities to decide whether they themselves or the C.P.W.D. would be required to maintain the works. The Military Engineering Service will have a lot of personnel at their disposal after the cessation of hostilities and they might like to employ war service men for the maintenance jobs. Nothing definite can, therefore, be said about future employment in the C.P.W.D. here as elsewhere.

CHAPTER VII.—DELHI.

(Services Division and Construction Division I).

At Delhi investigation was carried out in two Divisions, the Services Division and Construction Division I. The former Division caters for the Chief Commissioner's Province of Delhi, and as the P. W. D. of that Province looks after work in Old Delhi and its outskirts. The latter Division is concerned with the construction and maintenance of Central Government offices and of residential quarters of Officers and staff in New Delhi. At the time of investigation (late 1944) a large amount of construction was going on in the Lodi Road area for which labour was settled in a special colony in that area. Labour had also been settled in a big colony near the Purana Kila (Old Fort of Delhi). The workers are known as *baghris* and are drawn mainly from Rajputana area, although some of them come from as far as Rawalpindi, Rohtak, Nowshera and Kashmir. Contract labour is also drawn to a considerable extent from the neighbouring villages. Nearly 25 per cent. of the labour force is stable and 75 per cent. migratory.

Employment.

Employment in the Delhi area has been a fluctuating one from year to year and the range of a fluctuation has been between 5,000 and 30,000. During the construction of aerodromes especially, employment had expanded very greatly. As elsewhere, there are four categories of workers : (a) Permanent, (b) Temporary, (c) Work-chargers, and (d) Contract labour. A large majority of workers are work-charged and contractors' labour and the fluctuations have been mainly in these categories. In August 1934 and at the beginning

of 1944, in the Construction Division, the figures for employment were as under :—

TABLE 16.

Average Daily Employment in Construction Division I during 1939 and 1944.

Categories.						January 1939.	January 1944.
(a) Supervisory Staff—							
	S. D. O.'s ..	..	..	..	..	2	5
	Subordinates ..	..	..	..	..	9	37
(b) Clerical and others—							
	Clerks ..	..	..	..	..	15	81
	Mistries ..	..	..	..	..	..	78
	Peons ..	..	..	..	..	11	14
	Daftary ..	..	..	..	..	1	1
(c) Workers ..						(a)	15,641
(Including Contractors' workers).							

(a) No figures supplied.

Figures for the Services Division were not available in the same form as above, and those supplied were so confused that it is useless to reproduce them. Broadly, it appears that in January 1944, there were 1,800 workers employed in the Division, of whom 400 were time-workers getting monthly wages.

The main types of workers here as in other Civil divisions are electricians, plumbers, sanitary fitters, sweepers, and liftmen under the C. P. W. D., while under the contractors there are mistries, carpenters, stone-breakers, *bhistis* (water-men), coolies, and expert stone-forgers. Contractors' labour is engaged through *chowdhries*. The chain of supervision is like this : Contractor, *munshi*, *chowdhries*, workers. The *chowdhries* are active supervisors and foremen on the spot. The *munshi* is the paymaster. The real power so far as contract labour is concerned is in the hands of *chowdhries*, who are in charge of recruitment and dismissals. Insecurity of employment is the greatest difficulty in the case of the contractors' labour which is a floating mass, moving from place to place according to the availability of work. The alternative employment, of course, in the case of most workers, consists of agricultural operations ; but, in the first place, these are only seasonal, and, secondly, the work available is of an intermittent nature and there are long spells of unemployment. The war and incidental expenditure on governmental construction has no doubt brought about a temporary relief from misery to these workers, but the future of such employment is in doubt at the moment. It was stated by the officials that if public works are reduced to the pre-war scale, the employment would go down to 25 per cent. to its war-time strength. Provision of alternative employment is, therefore, an urgent problem.

Regarding the status of departmental labour, there has been considerable agitation by the C. P. W. D. Workers' Union of Delhi, who have demanded permanent status for the so-called " temporary " workers. It appears that in this connection, during the last 2 or 3 years, a number of meetings have taken place between representatives of the Union and of the Labour Department, but little has been done so far. Electricians, *malis* and many others have no permanent status. It was stated by workers that some electricians working since 1912 have not yet been made permanent ! Allegations were made that the subordinate officers did not want the men to become permanent, because that way they could maintain their patronage, bringing their own men as substitutes as opportunities arose. Worse still, it was alleged that overseers were in the habit of demanding tips from *malis* and that if tips were not paid, they were dismissed. It is impossible to verify the truth of such allegations,

but there is no doubt that the system of maintaining large numbers of temporary men without a right to jobs must necessarily provide scope for corruption and jobbery.

Wages and Earnings.

The wage-rates in recent years for different categories of workers in Construction Division were as shown in the following table

TABLE 17.
Rates of Wages during 1939-44.

Item No.	Category of Worker.	Rate for 1939 to 1942.	Rate for 1943.	Rate for 1944.
		Rs. A. P.	Rs. A. P.	Rs. A. P.
1	Bandhani	1 0 0 p.d.	1 8 0 p.d.	2 8 0 p.d.
2	Bhishti	0 12 0 "	1 0 0 "	1 12 0 "
3	Blacksmith	1 8 0 "	2 0 0 "	3 0 0 "
4	(a) Ordinary Brick-layer	1 0 0 "	1 12 0 "	2 4 0 "
	(b) High Class Brick-layer	1 8 0 "	2 0 0 "	2 8 0 "
5	(a) Carpenters (Ordinary)	1 4 0 "	2 0 0 "	2 8 0 "
	(b) Carpenters (High Class)	1 8 0 "	2 4 0 "	3 0 0 "
		to		
6	Coolies—(a) Men (Beldars)	1 12 0 "		
	(b) Women	0 7 0 "	0 12 0 "	1 4 0 "
	(c) Boy	0 5 0 "	0 9 0 "	1 0 0 "
7	Fitter —(a) Ordinary	0 3 0 "	0 7 0 "	0 12 0 "
	(b) High class	1 0 0 "	1 12 0 "	3 0 0 "
8	Masons for stone work—(a) Ordinary	1 8 0 "	2 0 0 "	3 8 0 "
	(b) High Class	1 4 0 "	1 12 0 "	2 4 0 "
9	Mates	1 8 0 "	2 0 0 "	2 8 0 "
10	Mistry	18 0 0 p.m.	30 0 0 p.m.	60 0 0 p.m.
		40 0 0 "	2 0 0 p.d.	3 0 0 p.d.
		to		
11	Munshi.. .. .	45 0 0 "		
		25 0 0 "	40 0 0 p.m.	60 0 0 p.m.
		to		
12	Painter	30 0 0 "		
		1 4 0 p.d.	1 12 0 p.d.	2 4 0 p.d.

It will be seen from the above that, broadly speaking, the wage rates have gone up by about 100 per cent. between 1939 and 1944, although the changes effected were somewhat delayed up to 1942. The work is everywhere time work and hence no piece rates are in vogue. As regards the Services Division, it was stated that "no records are available" and hence no figures were supplied to the Committee. It was broadly indicated that during war time wages had gone up from Re. 1 per day to Rs. 3 per day, and that contract labour received the same wages as departmental labour. For departmental labour, wages were governed by recent orders from time to time. Wages are paid to such labour usually within 6 days of the end of the month. The labourers, however, complained in some cases that the distribution of wages was often delayed unduly by contractors. The Payment of Wages Act does not apply to either departmental or contract labour. As regards holidays with pay, this is in accordance with the Government of India's orders.

Working Conditions.

In Construction Division I, there is only one shift for all departmental workers, from 9 A.M. to 5-30 P.M. with a break of 1 hour. In the Services Division likewise, there is only one shift—9 A.M. to 6 P.M.—with a 2 hours' rest-interval for lunch. Thus, the total spreadover in the former Division is 8½ hours, while it is 9 hours in the latter. There are no shelters provided for use during the rest intervals, and the works are in the open. Workers take their mid-day snack with them and usually spread out in the open. Large numbers

of workers, especially those employed by contractors and those who live in neighbouring villages have to walk several miles every morning and late in the evening. Thus to be on the work spot in time, most workers have to get up as early as 5 or 6 A.M. and rush for work, on foot mainly (or on bicycles only in the case of skilled workers). Needless to say, for this reason as well as owing to difficulties of getting water early, the women-folk have to be up and doing even earlier, so as to cook the mid-day food for their husbands.

Welfare Activities.

Generally speaking, welfare activities are not up to the mark. At the Lodi Road Works, for the benefit of both departmental and contract labour, the C. P. W. D. have opened a very good canteen, but it appears that the low-paid labourers did not patronise it as they found it rather costly and that they preferred to cook their own food. There is also a Dispensary, where excellent arrangement have been made for treatment of sick or injured workers. The attendance at the Dispensary was substantial at the time of investigation, the cases being mostly of wounds, ulcers and abscesses, malaria and cholera. There is also a ration shop, the prices being the same as in other ration shops in the municipal area, but it was stated that the workers preferred to purchase in the neighbouring villages, where prices happened to be much lower! The things that are not there are, however, more numerous; and the workers stated that the Lodi Road welfare activities were merely a show and that conditions elsewhere were very bad. As regards sanitary facilities, latrines and lavatories were separately provided at the works for men and women. These were necessarily of a temporary character. The structure generally adopted was of the open-pan type with walling in burnt bricks with mud mortar but cement plaster inside, and flooring of cement concrete. But there were no doors and hence no privacy.

The Land and Development Office (under the Chief Commissioner, Delhi) administers all land in the Raisina Estate. Ground rent is charged from the Contractor at the rate of As. 4 per thousand square feet per mensem. This rent is recovered by the Land and Development Officer. Sites at Purana Kila and Lodi Road have been set aside for the pitching of temporary cooly camps; and the L. & D. O. on behalf of the Chief Commissioner leases plots on temporary leases to the C. P. W. D. Contractors for their cooly camps. The New Delhi Municipal Committee is responsible for the issue of licenses for the establishment of such camps in the municipal area, and also for health and sanitation of such camps. The New Delhi Municipal Committee has certain rules, which are incorporated in the licenses. A Contractor before establishing a cooly camp has, therefore, to obtain a license from the N. D. M. C. for maintaining a camp and also to execute a temporary lease with the L. & D. O. for occupation of the land.

The N. D. M. C. makes the following stipulations :—

1. That the lay-out of the camp prescribed by the Land and Development Officer is strictly adhered to.
2. That the camp is provided with adequate water supply for drinking purposes. Filtered water is to be provided by the Contractor at his own expense at the rate of one tap per 200 persons.
3. That all necessary and satisfactory arrangements are made for providing latrine, etc., and all instructions from the Health Officer regarding sanitary arrangements are properly and promptly carried out. The Contractor has to provide a dry system latrine at 5 per cent. of the population complete in all respects and sweepers are engaged 1 per cent. by the N. D. M. C. in the interest of work; the cost is borne by the Contractor.

4. That the expenditure on the staff engaged by the Health Officer and other sanitary arrangements and water supply charges are paid regularly on demand from the Health Officer or from the Municipal Office.

5. That adequate arrangement is made for supply of water to extinguish fire in case of emergency.

6. That the cooly camp is removed and the site properly cleared and restored to its original condition after the completion of the work for which the camp was erected.

Housing.

The Contractors provide hutting materials for the workers to build the huts themselves. Two colonies of this type—one at Lodi Road and the other at Purana Kila—were visited by us. At the Lodi Road works, a large army of about 15,000 unskilled workers,—mainly contract labour—was employed. Nearby, a colony had been established with temporary housing, sanitation and water supply. While, however the sanitary arrangements were good, the housing was quite unsatisfactory. The temporary huttings were of *sirki* or grass thatching, $4\frac{1}{2}$ feet in height, and 7 ft. $\times$ 8 ft. or 7 ft. $\times$ 10 ft. in area. In these, families of 5 to 9 persons (including men, women and children) lived. There was no protection from rain, heat or cold. No rent was charged either for the ground or for the material. Combined urinals and latrines, separate for males and females, were provided at the rate of 3 per 100 persons at a distance of half a furlong or so from the hutting water-taps were also common at central places in the colony. It was stated, however, that at both places crowding took place in the mornings and the men and women had to wait in queues. The position at Purana Kila Colony was much inferior. The colony is a conglomeration of sub-colonies for different groups of workers under different contractors. Some of these are long-established and some new. In the better types of huttings rent is charged at from Re. 1 to Rs. 1-8-0 per month. The houses consist of *sirki* thatchings sometimes mixed with mud, and are of the same dimensions mostly as those at Lodi Road, though there appeared to be less congestion here. However, the sanitation is much worse. Latrines are indeed provided, but they consist of rows of uncovered walls, without lime, just arranged in heaps. In one sub-colony, there were 22 seats for 700 persons, in another, 62 seats for 550 persons. There were only 2 water-taps for 300 houses in one sub-colony, in another for nearly the same number of houses, there were 3 taps and one well also. Food shops are allowed in this colony for labourers and periodical visits are paid by the Municipal Health Officer and his assistants to ensure food supply at reasonable rates. A municipal dispensary also has been established and this is in charge of a qualified doctor. Finally, a municipal health visitor pays periodical visits to look after the health of expectant mothers and to conduct cases.

Trade Unions.

There is a registered union called the Central P. W. D. Workers' Union which has been functioning for about 9 years. The membership of this was originally confined to the staff employed by the C. P. W. D. for maintaining the electric and other fittings of Government buildings. But later on, all employees engaged on maintenance of buildings, gardens, sewers, etc., were admitted. The Union does not admit contractors' labour. Strikes have been rare and during war were prohibited under the D. I. R. Apart from this, one strike was put down with the help of police, and the Unions' representatives stated that the workers were too "terrorised" to go in for any more strikes. As regards contractors, it was stated that there could be no check on them, as some are Honorary Magistrates and can summon and fine any recalcitrant workers. Serious allegations were made that their relations the police were

easy and that, as a consequence, the workers were under the complete control of their *munshis* and *chowdhries*.

Enforcement of Labour Acts.

It was stated by Union leaders that the Workmen's Compensation Act had been a "gross failure", so far as contractors were concerned. In some few cases, of course, compensation had been paid to workers who had fallen from the roof while working. Ordinarily, however, they went to court the very next day and in the court a bond was written embodying a so-called "compromise". In a few cases, compensation was paid by contractor through the C. P. W. D.

CHAPTER VIII.—SIMLA CENTRAL DIVISION.

This is a small Division catering for the Simla hill station where construction and maintenance of Government offices and quarters for officers and staff are entrusted to it. Its date of establishment is not known, but it must be very old, probably as old as the official hill-station itself. In former years, only a small portion of the Government of India Secretariat used to make its annual exodus to Simla during the summer months, but in recent years, a considerable section of the Secretariat and attached offices has been permanently located in Simla. Due to various reasons, of which the recent War has been an important one, the needs for official accommodation in Simla have grown and as a consequence a large amount of construction has taken place. As elsewhere, however this is mainly entrusted to contractors whose labour is derived from the hill areas including Kashmir and Tibet.

Employment.

The total departmental employment in this Division towards the end of 1944 was 304. The departmental workers are classified, here as elsewhere, as (i) Permanent, (ii) Temporary, and (iii) Work-charged. The three classes constitute respectively 5, 9 and 76 per cent. of the total number employed by the Department. Permanent workers can retire on pensions; temporary workers are entitled to leave and allowances under the Fundamental Rules, while the work-charged men get casual leave up to 20 days in the year, as elsewhere. The figures for length of service of operatives were available, which show that 128 of the men had less than 1 year's service to their credit; 87 men between 1 and 5 years; 21 men between 5 and 10; and 68 men above 10 years. As elsewhere, temporary and work-charged men can be removed from service without notice at the discretion of the Executive Engineer. Even if a worker had served for years, he has no security of employment. It was alleged by workers that while in the Viceregal Estates Sub-Division of this Division, wages were paid and promotion granted according to a time-scale, in the Simla Central Division proper, promotion depended upon the merit of the worker and the discretion of the officers. If the grade, moreover, is Rs. 60—80, it is left to the discretion of the officers to decide the increments, which might be Rs. 3, or 2 or 1. In some cases, according to them, there were no grades at all and an instance was mentioned of a carpenter (work-charged), who was earning the same pay of Rs. 82 for nearly 19 years.

Wages and Earnings.

There are two scales of pay current in the Division, the old and the new. Persons who have been in continuous service in the work-charged establishment from a date prior to the 16th July 1931 are entitled to the old rates of pay, while those who enter or have entered or are or have been re-employed in Government service in the work-charged establishment on or after the 16th July 1931, are entitled to the new rates. Apart from this, there are personal

rates of pay depending upon the efficiency and experience of particular persons who continue to draw their existing pay. The following table will show the types of workers engaged and their scales of pay, both old and new :—

TABLE 18.
Standard Rates of Pay for Old and New Entrants.

Category.	Old Entrants.		New Entrants.	
	Min.	Max.	Min.	Max.
	(Rs.)	(Rs.)	(Rs.)	(Rs.)
1. Carpenter Mistry	50	70	45	65
2. Mates	20	30	18	30
3. Mason Mistry	30	65	30	60
4. Electrical Mistry	40	70	30	60
5. Wiremen	25	40	25	35
6. Blacksmith	40	60	35	60
7. Coolies	14	22	14	20
8. Bhisties	14	20	14	20
9. Khalasis	15	20	15	20
10. Chowkidars	14	20	14	18
11. Malis	16	20	16	20
12. Plumber Mistry	40	80	35	60
13. Cleaners (Chimney and drain cleaners) ..	17	25	16	22
14. Bearers	20	30	20	30
15. Upholsterers	40	60	35	60
16. Liftman	..	..	30	60
17. Sweeper	14 (fixed)	..	14 (fixed)	..
18. Hot water man	14	17	14	17
19. P. W. D. Clerk	50	90	50	90

Apart from the basic wage rates, dearness allowances are being paid also. Till recently the rates were Rs. 11 per month for men getting up to Rs. 40, and Rs. 14 for those getting more than Rs. 40 as pay. Now the rates are raised : Rs. 16 for those getting Rs. 40 or less ; Rs. 18 for those getting more than Rs. 40 but less than Rs. 100 ; and 17½ per cent. of the wages or salaries for all those getting Rs. 100 or more. The C. P. W. D. workers were declared to be not entitled to " kit allowance " for winter and rain clothing, although other Government servants are paid this at the rate of Rs. 50 for winter and Rs. 30 for the rainy season every year. The theory on which this " kit allowance " was disallowed in the case of C. P. W. D. workers is stated to be that the Simla Division is a pre-war office in Simla, and, therefore, its men must be regarded as accustomed to the Simla weather ! Since 1st May 1945, a Provident Fund has been instituted for the work-charged men, and for the departmental workers, there is provision of both Provident Fund and Pensions under the usual Government rules.

Working Conditions and Welfare Activities.

Work-people attend to work by day only, while *chowkidars* in offices come to duty in turn for 6 hours by day and 4 hours during nights. There are no shifts. Questions of ventilation, etc., do not arise, as the workers work mostly in the open and in scattered places. No shelters are provided ; nor do any seem to be necessary. As regards welfare activities, there have been no special arrangements so far, but recently a Labour Welfare Committee has been constituted, at the instance of the Labour Department, to attend to the workers' welfare. The Committee is an elected body and represents the various trades in the Division. It forms a good forum for ventilating grievances of the workers. The Committee has made several useful suggestions to the Labour Department including the following : (i) that free medical aid should be provided to workers of the C. P. W. D. at the local Ripon

Hospital ; (ii) that free housing should be provided to all work-charged drawing less than Rs. 60 p. m. on the same lines as permanent men, who get either free housing or house rent, and that until houses are built house rent should be paid to them at a standard rate ; (iii) that free education should be made available to the children of low-paid workers, getting less than Rs. 30 per month and at half charges to those of workers getting between Rs. 30 and Rs. 69 ; (iv) that cheap rations of *atta* and coal should be available to all workers of the C. P. W. D. ; and (v) that there should be an Insurance Fund for Welfare with contributions from workers and Government.

Housing.

Only " essentials " (i.e., permanent and temporary) are provided with free quarters and if no quarters are available, they get Rs. 3-8-0 as compensation. As regards work-charged men, no housing accommodation is provided, except on the Viceregal Estate, where about 200 to 300 quarters are spread out around the Viceregal Lodge. The work-charged men are given these quarters for temporary use only ; when the Viceregal staff is in station, the workers have to vacate them if necessary. There is no rent charged. The accommodation here is 12 ft. $\times$ 10 ft., or 8 ft. $\times$ 10 ft. or 10 ft. $\times$ 10 ft. (with attached space 4 ft. $\times$ 4 ft. for kitchen). In some quarters there are kitchens, others not. Whole families live in these small tenements, and sometimes there is much congestion 8 or 10 persons living in one tenement. Apparently, there can be no privacy for workers in such houses. There is no distinction either according to needs or pay. Sanitary arrangements in these quarters are good and water is supplied through taps. For work-charged men outside the Viceregal Estate Sub-Division, there is no housing accommodation. During war time especially, there has been great congestion in Simla and many workers have had to pay large amounts as rent. The case for either building houses or paying house rent to work-charged men is strong. The suggestion of the Labour Welfare Committee, to which reference has been made in the previous paragraph, is worth serious consideration of the Labour Department.

Working of Labour Acts.

Allegations were made that compensation for accidents was not readily available except in the case of work-charged men in the Viceregal Estate Sub-Division. It was further stated that absence due to accidents is actually deducted from the leave account and if it is in excess of the leave account, the men do not even get their wages for such days.

Trade Unions.

There is a Union of work-charged men called the Union of Central and Viceregal Estate and P. W. D. labour. This is not yet registered, or recognised by the Labour Department. The membership is about 200. It is understood that recently the contractors' labourers have also formed a Union of their own. Recognition of these Unions is necessary and desirable, as this will encourage healthy unionism and strengthen the position of these unskilled workers.

Conclusions.

To sum up, as elsewhere so in Simla, the position of the work-charged men seems to be extremely unsatisfactory, and even if these men go on working for several years, they are not entitled to any privileges accorded to permanent men. There should be no difficulty in according these privileges to work-charged men, at least in the case of (a) those who have worked for a certain period, say, 2 or 5 years ; (b) those engaged on a monthly basis ; though *not* perhaps in the case of (c) workers engaged on a daily basis. The plight of

contract labour is still more pitiable. Workers come from Tibet and Kashmir for such work, and they are nowhere on the map of labour legislation or labour welfare. Theirs is an unknown and unenviable lot and they seem to be born for an existence of plodding slavery.

CHAPTER IX.—SUMMARY AND CONCLUSIONS.

Employment.

The C.P.W.D. is in the charge of the Labour Department of the Government of India, and undertakes construction work of all kinds on its behalf. The employment under the C.P.W.D. has been a highly fluctuating one, depending upon the nature and extent of the works programmes in different centres and areas. It may be estimated that the total number of workers employed throughout India directly and indirectly amounted to 1½ lakhs in 1944. Contract labour predominates at all centres, and the employment of women and children is also not uncommon. There are three main categories of labour serving directly under the department, viz., permanent, temporary and work-charged. Their conditions of employment are subject to Government rules and notifications. Generally speaking, work-charged men, who predominate numerically, have the least privileges or rights, while the permanent men, who are very few, are the most favourably situated in this regard.

Wages and Earnings.

Generally the wage rates are fixed, depending on the prevalent rates in the areas and are comparable with those under the Provincial P.W.D. At most of the places, the rates have gone up since 1939 and consequently the earnings of C.P.W.D. work-charged and contractors' workers have also risen considerably. Dearness allowances have also been paid. Contract rates do not materially differ from the departmental wage rates, and at one or two places were found to be higher than the latter; this, however, is a temporary situation caused by the war. The following table shows the range of wage rates and earnings of skilled, semi-skilled and unskilled workers :—

TABLE 19.

Range of Wage Rates under C.P.W.D.

Division.	Range of Wages and Earnings.		Remarks.
	Skilled.	Semi-skilled and unskilled.	
Bengal C. P. W. D.	Re. 1 to Rs. 2-12-0 per day.	Re. 0-7-6 to Re. 0-9-6 per day.	Plus D. A.
Eastern Aviation Division	Rs. 50 to Rs. 78 per month.	Rs. 22 to Rs. 30 per month.	Gross earnings.
Bombay Aviation Division	Rs. 1-14-0 to Rs. 3-9-0 per day.	Rs. 1 to Rs. 2-2-0 per day.	Do.
Bangalore Aviation Division	Rs. 2-8-0 per day	Rs. 0-10-0 to Rs. 1-8-0 per day.	Do.
Karachi Aviation Division	Rs. 54 to Rs. 164 per month.	Rs. 29 to Rs. 36 per month.	Plus D. A.
Delhi Divisions	Rs. 2-8-0 to Rs. 3 per day.	Rs. 0-12-0 to Rs. 2-8-0 per day.	Gross earnings.
Simla Central Division	Rs. 30 to Rs. 90 per month.	Rs. 14 to Rs. 20 per month.	Plus D. A.

Working Conditions.

Working conditions generally are poor. Workers have to work in sun, heat and rain. Rest sheds are not provided. Arrangements for drinking

water are not quite satisfactory. Single shifts are worked everywhere except in the A.R.P. Section in the Calcutta Division during war time. The working hours are generally 8 but at some places they are 9. Urinals and latrines are conspicuously absent at the work place.

Welfare Activities and Housing.

Dispensaries are provided at all the places but at some places doctors are engaged for half time only. Cheap grain shops are provided in the Calcutta Division, while canteens also are available in some divisions, e.g., at Karachi and Delhi. The former was patronised by low-paid workers to some extent, but the latter appeared to be too costly for them. Supervisory staff of the Government of India is generally housed free of charge or house rent is paid to them in lieu of housing accommodation. Work-charged men, however, are neither given housing accommodation nor paid house rent. Contractors are required under their agreements to provide temporary huttings to workers employed by them. These are, however, extremely unsatisfactory, being built of bamboo and *sirki* grass. Sanitary arrangements are not up to the mark.

Working of Labour Acts.

The Factories Act and the Payment of Wages Act are not applicable, nor any Maternity Benefit Act. The Workmen's Compensation Act is applicable to both departmental and contract labour. There is, however, a tendency on the part of most contractors to evade the exact payment of compensation by trying to arrive at compromise with the injured workmen.

Conclusion.

The wartime expansion of the C.P.W.D. will not be able to maintain the same number of workers. Unless some provision is made somewhere for these workers, they are bound to be very seriously affected by unemployment in the post-war period. Unfortunately the C.P.W.D., the principal employer of contract labour, is not responsible to such labour; unless the Department imposes definite conditions regarding labour on contractors to a far greater extent than is done at present and unless such conditions are strictly enforced, the lot of contractors' labourers must continue to be miserable.

(Sd.) B. P. ADARKAR.

SIMLA,
The 6th November 1945.

APPENDIX I

List showing the names of Circles in the Central Public Works Department and the Headquarters of each; also the Divisions and Nature of Work done in each Division.

A				
Circle.				Headquarters.
1. Eastern Aviation Circle No. I	..	..	..	Calcutta.
2. Eastern Aviation Circle No. II	..	..	..	Calcutta.
3. Eastern Aviation Circle No. III	..	..	..	Calcutta.
4. Eastern Aviation Circle No. IV	..	..	..	Calcutta.
5. Eastern Aviation Circle No. V	..	..	..	Calcutta.
6. Southern Circle	..	..	..	Madras.
7. First Circle	..	..	..	New Delhi.
8. Second Circle	..	..	..	New Delhi.
9. Western Circle	..	..	..	Bombay.
10. Central Circle	..	..	..	New Delhi.
11. Electrical Circle	..	..	..	New Delhi.
12. Delhi Province	..	..	..	New Delhi.
13. Fertiliser Factory Circle	..	..	..	Dhanbad.
14. Nagpur Circle	..	..	..	Nagpur.

B.

Division and its Headquarters.

Nature of work done in the Division.

Eastern Aviation Circle No. I.

1. Piardoba Aviation Division, Bishnupur ..	..	Airfield construction Works.
2. Digri Aviation Division, Digri ..	..	Do.
3. Lalmonirhat Aviation Division, Lalmonirhat ..	..	Do.
4. Digri Electrical Division, Digri ..	..	Maintenance of Electric Works.
5. Lalmonirhat Electrical Division, Lalmonirhat ..	..	Do.
6. Rupsi Aviation Division, Rupsi ..	..	Construction of airfields.
7. Bengal Headquarters Division, Calcutta ..	..	Purchase of materials, stores and payment there for.
8. Mechanical and Transport Division, Calcutta ..	..	Organisation, repairs, maintenance of all lorries rollers and other mechanical plant working in airfield.

Eastern Aviation Circle No. II, Calcutta.

1. Chakulia Aviation Division, Chakulia ..	..	Construction and maintenance of airfields and Central work.
2. Kharagpur Aviation Division No. I, Kharagpur ..	..	Do.
3. Kharagpur Aviation Division No. II, Kharagpur ..	..	Do.
4. Aviation Electrical Division, Kharagpur ..	..	Construction and maintenance of Electrical works.
5. Calcutta Aviation Division No. III, Calcutta ..	..	Airfield construction.
6. Cuttack Aviation Division, Cuttack ..	..	Do.
7. Aviation Electrical Division, Calcutta ..	..	Electrical Works.

Eastern Aviation Circle No. III, Calcutta.

1. Gaya Aviation Division, Gaya ..	..	Airfield construction works.
2. Aviation Electrical Division, Gaya ..	..	Electrical installation works.
3. Patna Aviation Division, Patna ..	..	Airfield and Central Construction Works.
4. Purlia Aviation Division, Purlia ..	..	Do.
5. Asansol Aviation Division, Asansol ..	..	Do.
6. Aviation Electrical Division, Asansol ..	..	Electric Installation on airfields.
7. Panagarh Aviation Division, Panagarh ..	..	Airfield construction Works.
8. Gushkara Aviation Division, Gushkara ..	..	Do.
9. Pandaveswar Aviation Division, Pandaveswar ..	..	Do.

Eastern Aviation Circle No. IV, Calcutta.

1. Deogarh Road Division, Calcutta ..	..	Maintenance of Roads.
2. Assam Central P. W. D. Division, Gangtok ..	..	Maintenance and Construction of Central Government buildings in Assam.
3. Calcutta Aviation Division No. I, Calcutta ..	..	Airfield Construction Works.
4. Calcutta Aviation Division No. II, Calcutta ..	..	Airfield Central Construction Works.
5. Calcutta Aviation Division, Calcutta ..	..	Do.
6. Bengal Central P. W. D. Calcutta ..	..	Maintenance and Construction of Central Government Buildings.
7. Central Electrical Division, Calcutta ..	..	Maintenance and Construction of Electrical Works.

Southern Circle, Madras.

1. Madras Central P. W. D., Madras ..	..	Construction and maintenance Central Government Buildings.
2. Coimbatore Central P. W. D., Coimbatore ..	..	Do.
3. Madura Central P. W. D., Madura ..	..	Airfields construction work and Central Government Buildings.
4. Trichinopoly Central P. W. D., Trichinopoly ..	..	Central Buildings Construction.
5. Tanjore Central P. W. D., Tanjore ..	..	Planning Scheme.
6. Bangalore Construction Division, Bangalore ..	..	I. T. P. Works Construction.
7. Bangalore Maintenance Division, Bangalore ..	..	Maintenance of Airfields and Central Government Buildings.
8. Nagpur Construction Division, Nagpur ..	..	Construction.
9. Nagpur Maintenance Division, Nagpur ..	..	Construction and Maintenance of Central Government Buildings.

Division and its headquarters.	Nature of work done in the Division.
<i>First Circle, New Delhi.</i>	
1. Horticultural Operation, New Delhi	Maintenance of Government Parks and Gardens and Opens in New Capital area.
2. Construction Division No. I, New Delhi	Construction of buildings.
3. Construction Division No. II, New Delhi	Do.
4. Construction Division No. IV, New Delhi	Do.
5. Indore Central Division, Indore	Maintenance of Central Government Buildings and roads and residential works.
6. Ajmer Central Division, Ajmer	Do.
<i>Second Circle, New Delhi.</i>	
1. New Delhi 'A' Division, New Delhi	Maintenance of Government Buildings.
2. New Delhi 'B' Division, New Delhi	Do.
3. Construction Division III, New Delhi.	Construction.
4. Viceregal Estates Division, New Delhi	Maintenance and Construction of Vice-regal Estate Works in Delhi, Simla and Calcutta.
5. Simla Central Division, Simla	Maintenance of Central Government Buildings in Simla.
<i>Western Circle, Bombay.</i>	
1. Bombay Aviation Division, Bombay	Maintenance and Construction of air-fields.
2. Bombay Central P. W. Division, Bombay	Maintenance and Construction of Central Government buildings in Bombay Presidency.
3. Electrical Division, Bombay	Maintenance and Construction of Electrical Works.
4. Poona Aviation Division, Poona	Do.
5. Juhu Aviation Division, Andheri	Do.
<i>Central Circle, New Delhi.</i>	
1. U. P. Works Central Division, Dehra Dun	Maintenance and Construction of Central Government buildings in U. P.
2. Punjab and N. W. F. P. Central P. W. D., Lahore	Do. in Punjab and N. W. F. P.
3. Karachi Aviation Division, Karachi	Maintenance and Construction of air-fields in Sind.
4. Military Works Division No. I, C. P. W. D., Delhi Cantt.	Maintenance and Construction of M. E. S. buildings.
5. Military Works Division No. II, Anand Parbat, Delhi	Do.
<i>Electrical Circle, New Delhi.</i>	
1. Electrical Division No. I, New Delhi	Electrical Works relating to Central Government buildings in New Delhi.
2. Electrical Division No. II, New Delhi	Do.
3. Military Works Electrical Division, Delhi Cantt.	Maintenance and extension of electric works relating to M.E.S. in Delhi Cantt.
<i>Delhi Province Circle, New Delhi.</i>	
1. Provincial Division, New Delhi	Maintenance of Provincial Roads and Buildings.
2. Special Division, New Delhi	Improvement Trust Works, etc.
3. Services Division, New Delhi	Unfiltered water supply and Roads in New Delhi.

APPENDIX II

Statement showing the Centres where C.P.W.D. Labour is largely employed.

Name of Division.	Number of Labourers Employed.			
	Departmental.		Contractor's.	
	Skilled.	Unskilled.	Skilled.	Unskilled.
<i>Eastern India.</i>				
1. Digri Aviation Division, Digri	250	3,300	300	700
2. Lalmonirhat Aviation Division, Lalmonirhat	96	270	257	1,059
3. Rupsi Aviation Division, Rupsi	137	1,291	200	418
4. Bengal Headquarters Division, Calcutta	3	30	..	..
5. Chakaulia Aviation Division, Chakaulia	29	2,141	554	5,152
6. Kharagpur Aviation Division No. I, Kharagpur	117	1,679	901	5,590
7. Aviation Electrical Division, Kharagpur	132	379	..	..
8. Calcutta Aviation Division, No. III	13	706	648	2,193
9. Central Electrical Division, Calcutta	232	130	..	..
10. Patna Aviation Division, Patna	20	210	700	6,360
11. Electrical Division, C. P. W. D., Asansol	153	173	78	87
12. Gushkara Aviation Division, Gushkara	84	106	107	1,057
13. Assam C. P. W. D., Gangtok	37	778	17	215
14. Bengal C. P. W. D., Calcutta	..	180	70	750
15. Gaya Aviation Division, Gaya	130	534	246	1,486
16. Kharagpur Aviation Division No. II, Kharagpur	18	336	550	4,300
17. Pandevshwar Aviation Division, Pandevshwar	99	1,407	135	2,141
18. Lalmonirhat Aviation Electrical Division	44	50	120	10
19. Calcutta Aviation Division, No. II	56	600	1,082	8,256
<i>Southern India.</i>				
20. Madras C. P. W. D., Madras	40	300	100	350
21. Bangalore C. P. W. D., Bangalore	210	1,050	..	11,600
22. Maintenance C. P. W. D., Trichinopoly	117	608	44	150
23. Cuttack Aviation Division, Cuttack	60	456	105	480
<i>Western India.</i>				
24. Bombay Aviation Division, Bombay	57	397	280	1,080
25. Bombay C. P. W. D. Division, Bombay	68	153	10	33
<i>Central India.</i>				
26. Indore Central Division, Indore	47	454	72	330
27. Nagpur Central Division, Nagpur	50	290	200	1,000
28. Ajmer Central Division, Ajmer	183	578	Fluctuates according to work.	
<i>Northern India.</i>				
29. New Delhi 'B' Division	122	298	10	28
30. Viceregal Estates Division, New Delhi	162	301	165	2,548
31. Simla Central Division, Simla	164	162	150	400
32. U. P., C. P. W. D. Division, Dehra Dun	174	388	550	887
33. Provincial Division, New Delhi	236	409	42	316
34. Special Division, New Delhi, No. I	Nil	97	12	8,341
35. Construction Division No. II, New Delhi	38	250	450	1,350
36. M. W. Division No. I, Delhi Cantonment	286	638	318	834
37. Horticultural Operation, New Delhi	178	2,189	..	..
38. Electrical Division No. II, New Delhi	207	244	..	..
39. Karachi Aviation Division, Karachi	25	2,500	390	1,693
40. Construction Division No. I, New Delhi	108	270	2,484	7,506
41. Punjab N. W. F. P., Lahore	11	26	130	182
42. Electrical Division No. I, New Delhi	256	235	..	..
43. Services Division, New Delhi	45	263	270	650

APPENDIX III

Resolution (16th April 1945) of the Government of India regarding Contributory Provident Fund for Temporary Workmen.

The Governor General in Council has had under consideration the question of introducing a Contributory Provident Fund for temporary workmen in Central Government employ, and has decided that such a fund shall be instituted for temporary workmen employed on the following establishment :—

(ii) The Central Public Works Department work-charged establishments.

(2) The fund shall be called the Workmen's Contributory Provident Fund. It shall be established with effect from the 1st May 1945 and shall be regulated by the Contributory Provident Fund Rules (India) subject to the following modifications :—

(1) Every workman who fulfils the following conditions shall be required to subscribe :—

(a) That he is in receipt of minimum monthly emoluments of Rs. 20 or above ; and

(b) That he has had at least three years' continuous service on any of the establishments, provided that a break in service caused by

(i) discharge in the interest of the State, or

(ii) temporary physical unfitness which, in the opinion of the medical authorities, was neither due to his own neglect nor to intemperance or irregular habit shall not be held to constitute a break in continuity of service. Provided further that a workman drawing pay not less than Rs. 10 per mensem but less than Rs. 20 per mensem and fulfilling the condition (b) above, may be admitted as an optional subscriber.

(2) " Emoluments " in the case of these workmen shall mean monthly pay or leave salary or wages, excluding rent, overtime and other fluctuating or extra allowances, provided that the monthly emoluments of a person paid at daily rates shall be deemed to be 25 times the rate of wages admissible to him for the first normal working day of the month.

(3) " Leave " shall mean any variety of leave admissible under the rules or orders issued by Government.

(4) The amount of subscription to the Fund shall be fixed by the subscriber himself and shall be at a rate not less than $6\frac{1}{4}$ per cent. (i.e. 1 anna in the rupee) and not more than $9\frac{3}{4}$ per cent. (i.e., $1\frac{1}{2}$ anna in the rupee) of his monthly emoluments and shall be expressed in whole annas.

(5) The rate of Government contribution shall be $6\frac{1}{4}$ per cent. (1/16th) of the subscriber's emoluments.

(6) The provisions in the Contributory Provident Fund Rules (India) relating to payments towards Insurance Policies and Family Pension Fund shall not apply.

(7) If a workman has rendered service of five years or more on emoluments of Rs. 20 a month or above before the introduction of the fund he shall, on retirement, get in respect of that service a gratuity equal to half a month's emoluments for each completed year of service, subject to a maximum of nine months' emoluments.

APPENDIX IV

Scale of pay of Ministerial Establishment (Permanent and Temporary).

Superintendent	..	..	..	..	Rs. 200—10—300—old & new. E. B. at Rs. 250 in New Scale.
Stenographers	..	..	..	..	Rs. 150—10—300 old. Rs. 100—5—200 (E. B. at Rs. 150 (new).
Assistants	..	..	..	..	Rs. 75—5—120 E. B. 8—200 (old). Rs. 100—5—150—E. B.—10—200.
Clerks —1.	..	..	..	..	Rs. 95—5—120—8—200.
2.	..	..	..	..	Rs. 75—4—155—5—175—E.B.—at Rs. 115 old.
3.	..	..	..	..	Rs. 52—3—75—E.B.—4—95.
4.	..	..	..	..	Rs. 40—5/2—90—E.B.—at Rs. 75 (New).
Accounts clerk —1.	..	..	..	..	Rs. 51—3—75—4—95—5—120—8—200.
2.	..	..	..	..	Rs. 70—5—85—7—99—7—120—8—144—8—200 (E.B. at 99 & 140).
3.	..	..	..	..	Rs. 51—3—75—4—95—5—120.
4.	..	..	..	..	Rs. 75—4—150—5—175 (E.B. Rs. 115).
5.	..	..	..	..	Rs. 51—3—75—4—95 (E.B.—Rs. 75).
6.	..	..	..	..	Rs. 40—3—70—4—110 (E.B. Rs. 70) (New)
Head Clerk	..	..	..	..	Rs. 95—5—120—8—200. Rs. 100—6—160—8—200. Rs. 120—8—200. Rs. 75—5—85—7—99—7—120—8—144—8—200. } Old.
Building Supervisor	..	..	..	..	Rs. 100—5—150 E.B.—10—200 (New). Rs. 200—10—400 (Old.) Rs. 70—5—150 E.B.—10—200 (New).
Upper Subordinates	..	..	..	..	Rs. 120—10—270—(Old). Rs. 70—5—150—E.B.—10—200 (New).
Subordinate (Building)	..	..	..	..	Rs. 80—7—150—E.B.—7—255 (Old). Rs. 70—5—150—E.B.—10—200 (New)
Regular Mistries or Surveyor	..	..	..	..	Rs. 40 to Rs. 100 (fixed).
Elct. Subordinate	..	..	..	..	Rs. 70—5—150—E.B.—10—200 (New). Rs. 80—7—150 (Old).
Temporary Engineers	..	..	..	..	Rs. 250 to Rs. 350 (fixed) but the pay refixed with an increment of Rs. 25 after a year's approved service.
Elct. Supervisor Grade I	..	..	..	..	Rs. 200—10—300—E.B. 20—40—(New). Rs. 300—20—600 (Old).
Elct. Supervisor Grade II	..	..	..	..	Rs. 150—10—300—E.B.—at Rs. 250 (New). Rs. 150—10—300—E.B. at Rs. 250 (Old).
Garden Sub-Overseer, I	..	..	..	..	Rs. 55—3—70.
Garden Sub-Overseer, II	..	..	..	..	Rs. 40—2—50.
Garden Sub-Overseer, III	..	..	..	..	Rs. 25—3—35.

APPENDIX V

Extract from the C.P.W.D. code regarding Labour.

10. Temporary establishment includes all such non-permanent establishment, no matter under what titles employed, as is entertained for the general purposes of a division or sub-division, or for the purpose of the general supervision, as distinct from the actual execution, of a work or works. Work-charged establishment includes such establishment as is employed upon the actual execution, as distinct from the general supervision, of a specific work or of sub-work of a specific project or upon the subordinate supervision of departmental labour, stores and machinery in connection with such a work or sub-works. When employees borne on the temporary establishment are employed on work of this nature, their pay should, for the time being, be charged direct to the work. The entertainment of work-charged establishment is subject to the rules laid down by the Governor General in Council in respect of the entertainment of temporary establishment generally. If the entertainment of work-charged establishment is contemplated in connection with any work, the cost should invariably be shown as a separate sub-head of the estimate for that work.

11. Members of the temporary and work-charged establishments, who are engaged locally, are on the footing of monthly servants. If they are engaged for a specific work, their engagement lasts only for the period during which the work lasts. If dismissed, otherwise than for serious misconduct, before the completion of the work for which they were engaged, they are entitled to a month's notice or a month's pay in lieu of notice ; but otherwise, with or without notice, their engagement terminates when the work ends. If they desire to resign their appointments they must give a month's notice of their intention to do so, failing which they will be required to forfeit a month's pay in lieu of such notice. The terms of engagement should be clearly explained to men employed in the circumstances mentioned above.

12. Superintending Engineer and Divisional Officers may, subject to limits of pay of Rs. 100 per mensem, respectively, for each post, and to any general or special restrictions which the minor local Government may impose, sanction the entertainment of temporary and work-charged establishment subject to the conditions that, in the case of temporary establishment, provision for the purpose exists in the budget and that, in the case of work-charged establishment, provision for the same has been made in a separate sub-head of the sanctioned estimate. Provided further, that the pay of no such temporary or work-charged post shall exceed the prescribed rates in cases where such rates have been definitely laid down by a higher authority for any particular class or posts.

F.—Medical Establishment.

15. Sub-Assistant Surgeons will be allowed as part of the Public works establishment, and furnished with medicines at the public expense, wherever any large body of workmen is called together. Sanction to their appointment must be obtained under the usual rules regarding increases of establishments and application for the services of individuals to fill sanctioned posts should be made, through the Superintending Engineer, to the Chief Medical Officer of the minor local Government concerned.

47. A Division Officer is required to report immediately to the Superintending Engineer any important accident or an unusual occurrence connected with his division and to state how he has acted in consequence.

52. The operations of the department are divided primarily into two categories, original works and repairs, the first including new works, alterations, additions and purchases, the second repairs and maintenance. For the purpose of this rule, all work necessary to bring into use newly purchased or previously abandoned buildings fall in the first category.

93. Serious accidents should be reported to the Superintending Engineer, and also at the discretion of the Divisional Officer to the minor local Government direct. Divisional Officers and other officers or subordinates in charge of works should furnish immediate information to the proper civil authorities on the occasion of every serious accident and, in the case of death on the spot they should not allow the body to be removed till an inquiry has been held.

APPENDIX VI.

Statement showing the proposed rates of pay of work-charged establishment in the Eastern Aviation Circle.

Name of the Staff.	Pay proposed to be given.	Pay already approved by this office.	Corresponding pay in local P. W. D.	Pay fixed by the C. E. for Divisions at Delhi.
	Rs.	Rs.	Rs.	Rs.
Mate	29—35	35	20 (E. E. Jalpaiguri) ..	18—20
Skilled coolies	30—40	..	..	..
Cooly	17—30	30	15—17 (Workshop Elec. Divn.)	..
Carpenter Constal.	60—100	60	..	30—35
Carpenter Electrical	20—1—40	..	..	..
Mason, Constal.	60—80	60	..	30—50
Blacksmith, Constal.	60—90	..	..	..
Electrical	30—1—50	..	..	..
Thatchers	37/8—40	37—8—0	..	..
Overseers	70—200	..	60 (C. P. W. D.) ..	70—200
Surveyors	60—80	..	40—50 (S. E.) Development Circle.	60—70
Work Sarkar	35—40	35—40	25—40 (S. E., S. W. Circle)	..
Store Clerk	40—65	..	..	40—60
Store Keeper	60—5—150	75	..	60—150
Clerk	40—60	..	..	..
Head Mechanic	100—150	150	..	60—100
Mechanic	60—115	95	..	..
E. & M. Supdt.	100—5—200	150	..	..
Electrician	60—4—100	..	..	30—80
Engine Fitter	60—4—100	..	..	..
Light Mechanic or Mistry	60—4—100	85	..	30—80
Pipe Fitter or Mistry	40—85	85	..	..
Fitters	40—75	..	40 (S. E., S. W., Circle) ..	30—55
Asst. Fitters	25—1—45	..	29—45 (Workshop Elec. Divn.)	20—30
Tinsmith	60—90	..	..	30—40
Timekeeper	40—2—90	..	..	30—40
Telephone Operator	..	..	..	40—95
Operator	60—2—95	..	..	40—95
Pump Mistry	40—2—75	45—65	..	45—75
Plumbers Mistry	40—2—75	..	..	45—75
Work Mistry	40—2—75	45—65	..	45—75
Engine Drivers	40—2—60	..	..	22—55
Liftman	20—1—40	..	..	..
Pump Driver (Elec.)	20—1—40	..	..	..
Wireman I grade	40—2—60	..	30—41 (Workshop Division).	30—60
Lineman	..	..	..	..
Cable Joiner	..	..	..	..
Armature Winder I Grade	..	..	..	..
Wireman II Grade	25—1—40	..	..	25—50
Armature Winder II Grade	25—1—40	..	..	..
Turner	30—1—50	..	..	..
Painter	25—1—50	..	..	25—50
Fireman	20—25	..	15 (E. E. Jalpaiguri) ..	15—18
Watchman	20—1—30	..	..	..
Cleaner	15—8—20	..	..	14—18
Oilman	15—4—20	..	..	14—18
Greaser	15—4—20	..	..	14—18
Lorry Drivers	60—95	..	45—6/2—57 3/2—60 (S. E.).	25—55
Chowkidar	16—30	..	30 Rs. 16—17 (City Divn.).	14—18
Khalasi	30—40	..	15 (E. E. Jalpaiguri) ..	14—18
Peon	13—1/5—17	..	..	13—1/5—17
Sweeper	15—30	30	12—15 (S. E., S. W. Circle)	11—18

APPENDIX VII

Statement of Work-charged Establishment at Yelahanka Sub-Division, Bangalore C.P.W.D. (October 1944).

Designation.					Rate of pay.	Number employed in October 1944.
					Rs.	
Works Supervisor	..	..	..	..	70	1
Field Hands	..	..	..	..	70	1
					40	5
					35	7
					30	1½
					25	1
Head Coolies	..	..	..	..	25	43
					20	7
Carpenters	..	..	..	..	40	3
					35	12
					25	6
Masons	..	..	..	..	35	16
					30	1
					20	1
Cartmen	..	..	..	..	67/8/-	8
Carpenter Maistry	..	..	..	..	65	1
Thatchers	..	..	..	..	20	8
					18	11
Chowkidars	..	..	..	..	15	42
Coolies	..	..	..	..	15	302
Boy Coolies	..	..	..	..	10	109
					12	5
Survey Coolies	..	..	..	..	15	25
					12	4
Charpoy Coolies	..	..	..	..	18	3
Water-supply Supervisor	..	..	..	..	65	1
Water-supply Attendants	..	..	..	..	40	3
Water-supply Fitters	..	..	..	..	35	1
					19	2
					15	1
Health Officer	..	..	..	..	80	1
Compounder	..	..	..	..	30	1
Surgical Cooly	..	..	..	..	20	1
Sweepers	..	..	..	..	15	5
Transport Clerk	..	..	..	..	35	1
Watchmen	..	..	..	..	20	3
Lorry Drivers	..	..	..	..	40	7
Lorry Cleaners	..	..	..	..	15	5
Head Mechanic	..	..	..	..	100	1
Workshop Fitters	..	..	..	..	45	2
Hammerman	..	..	..	..	35	1
Blacksmiths	..	..	..	..	50	1
					22	1
					20	1
					10	1
Electrician	..	..	..	..	60	1
Electrical Driver	..	..	..	..	50	6
Electrical Cleaners	..	..	..	..	20	7
					15	1
Linemen	..	..	..	..	20	2
Wiremen	..	..	..	..	40	1
Tractor Driver	..	..	..	..	38	1
Operator	..	..	..	..	15	1
Maistry	..	..	..	..	30	2
Gang Coolies	..	..	..	..	15	8
Watchmen	..	..	..	..	18	2
Coolies	..	..	..	..	18	1
Driver (Road Roller)	..	..	..	..	40	10
Cleaners (Road Roller)	..	..	..	..	15	11
R. R. Mechanics	..	..	..	..	70	1
					60	1

NOTE.—The salaries are exclusive of dearness allowance.

DL. 111

1,100

LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA



REPORT
ON
LABOUR CONDITIONS
IN
PRINTING PRESSES

BY
AHMAD MUKHTAR,
Member, Labour Investigation Committee.

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS SIMLA
1946

Price : Rs. 4-4-0 or 6s. 9d.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to providing adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L—4012, dated the 12th February 1944, to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others and, even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each: The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica.
(5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir mats and matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and cigarette. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Bailing. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such

work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc. ; other industries, such as textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even states) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited), and (c) whether subject to statutory regulation or not. In this connection, it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and, with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute, textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquires, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North West Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

(v)

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. v. REGE, *Chairman.*

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ACKNOWLEDGMENTS.

Acknowledgments are due to my Supervisors—Messrs. J. S. Pooniah, M. Prasad and M. A. Khan—and to my Investigators—Messrs. M. A. M. Rao, A. A. Vasudevan, N.K. Pant, G.K. Kapur and S. Ghosh for their assistance in the collection of data. To Mr. P. Satgopan, an Assistant in the Labour Department, my thanks are due for having checked the statistical data in this report.

INTRODUCTION

The printing industry as such does not seem to have made much headway in India before the 18th century. Referring to a manuscript, nearly two and a half centuries old (1700 A.D.), which was printed from engraved wooden blocks, Dr. Dinesh Chandra Sen, in his History of Bengali language and literature, remarks: "the art which we should think was borrowed from Nepal or Tibet was not in general use and that a stray endeavour for decorative purposes does not prognosticate a system of regular cultivation of art". Apparently, the printing press industry synchronises, more or less, with the advent of the British rule in India.

For its origin and early spade work, it owes an undeniable debt of gratitude to the missionaries who, in their attempts at christianising the Indians, popularised education and set up presses for printing tracts, periodicals and books. The administrative and commercial needs of the East India Company imparted a further stimulus, and journalism rendered no mean a service in this direction.

The first printing press in the country owed its existence to the efforts of one Mr. Hall, a servant of the East India Company. He set up his own press in 1778 at Hooghly and the first book to be printed was a Bengali grammar in English. Towards the end of the same year and on the initiative of the Governor-General of India, the first government press was established in India. In 1780, the first newspaper—India Gazette—was brought out from Calcutta. Madras and Bombay too did not lag behind in this respect.

Before 1835, the printing of books and papers was subject to license by the Governor-General-in-Council. Act XI of 1835 replaced the old regulation and merely insisted on registration of printers, along with a few other requirements. Following this, the industry ramified into different cities. But the progress was rather pronouncedly tardy, apparently because journalism was not allowed an unfettered hand and literacy was at its lowest ebb. The state of affairs improved during the latter half of the nineteenth century, the following factors being particularly responsible for it :—

(i) The post-mutiny forces ushered in an era of peace which was equally shared by the printing industry.

(ii) The opening up of the Indian universities accelerated the development.

(iii) The Vernacular Press Act of 1878 gave a further impetus to the industry.

Since then, it has maintained its progress. The following table gives an account of the progress of printing presses during the last decade and a half :—

TABLE I

*Showing average daily number of workers employed in Printing,
Book-binding, etc.*

(REGULATED FACTORIES).

Year.			Government (G) or Private (P).	Punjab	Delhi	United pro- vinces.	Bihar.	Bengal.	Madras.	Bombay	Other pro- vinces.	British India as a whole.
1929	..	..	G	1,561	361	1,932	..	3,398	1,798	2,022	1,463	12,535
			P	1,937	444	2,248	..	6,502	4,441	6,049	1,506	23,127
1935	..	..	G	1,409	498	1,406	..	3,026	1,459	1,830	1,441	11,069
			P	1,353	802	2,508	..	6,263	4,256	7,512	2,096	24,790
1939	..	..	G	1,480	573	1,784	703	3,521	1,577	2,034	841	12,555
			P	2,019	966	2,615	1,004	6,575	4,940	10,695	2,128	30,942
1940	..	..	G	1,389	610	1,798	759	3,322	1,557	2,212	926	12,573
			P	2,029	1,001	3,123	892	6,698	4,786	10,436	2,340	31,305
1941	..	..	G	1,398	618	1,747	717	3,347	1,569	2,332	1,027	12,755
			P	2,146	1,134	3,178	982	6,803	4,783	10,540	2,441	32,007
1942	..	..	G	1,576	706	2,011	673	3,287	1,530	2,607	909	13,308
			P	1,941	1,207	2,819	1,068	5,972	5,773	9,972	1,918	30,670
1943	..	..	G	1,558	673	2,316	649	3,234	1,491	3,572	930	14,423
			P	1,837	1,506	2,557	1,103	5,777	5,476	10,083	1,772	30,111

In 1929, employment in government presses amounted to 12,535. It began to show a gradual downward tendency which came to a head in 1935 when employment stood at 11,069—11.7 per cent. less than that of 1929. After 1935, there was a marked improvement, the total employment being 12,555 in 1939, i.e., 13.4 per cent. above 1935. The years 1940-43 are marked by a further acceleration. In 1943, employment reached 14,423 i.e., 14.8 per cent. over the 1939 and 15.1 per cent. over the 1929 figures.

Employment in private regulated presses amounted to 23,127 in 1929. Thenceafter, it received a setback till 1935, when employment rose again to 24,790—7.2 per cent. over that of 1929. This upward rise continued so much so that in 1939 the total employment was 30,942, i.e. 24.8 per cent. over the 1935 and 33.8 per cent. over the 1929 figures. From 1940 onwards, the improvement was still more marked, though 1942 experienced a fall. In 1943, it stood at 30,111—2.7 per cent. below the 1939 and 30.2 per cent. over the 1929 figures. Taking the two sections—printing and binding—of the industry together, the increase in employment between 1929 and 1939 was 22 per cent., between 1939 and 1943 it was 2.4 per cent. and between 1929 and 1943 it was 21.9 per cent.

In 1929 employment in Government presses was 54.2 per cent. of that in private regulated presses. In 1939, it was 40.6 per cent. of the employment in private regulated presses. In 1943, it was 47.9 per cent. of that in private regulated presses. Besides, there were a number of private presses which employed less than twenty persons and which did not come under the operation of the Indian Factories Act. The figures of employment in respect of them are not authentically available and cannot, therefore, be given.

Provincial Distribution of Employment.

The Punjab.—Employment in government printing presses in the Punjab amounted to 1,561 in 1929. During the last decade and a half, it does not seem to have undergone any considerable change, the maximum and minimum ever reached being 1,773 in 1932 and 1,189 in 1930. In 1943, it stood at 1,558 i.e., almost the same as in 1929. Employment in private regulated presses stood at 1,937 in 1929. In the early thirties a gradual dwindling tendency was experienced so much so that in 1935 it stood at 1,353—30.1 per cent. less than the 1929 figures. From 1936 onwards, there has been an improvement reaching its peak in 1941, when it stood at 2,146 i.e., 58.6 per cent. over the 1935 and 10.8 per cent. above the 1929 figures. The years 1942 and 1943, however, witnessed a set-back. In 1943 the employment figure fell to 1,837 i.e., 14.4 per cent., less than in 1941 and 5.2 per cent. less than in 1929. The Punjab contributed 8.4 per cent., 6.5 per cent., and 4.6 per cent. of the total employment in private regulated presses in India in the years 1929, 1939 and 1943 respectively.

2. *Delhi.*—Employment in government presses in Delhi stood at 361 in 1929. There was a steady increase in the thirties. The figure jumped up to 498 in 1935, i.e., 37.9 per cent. over 1929. This upward trend was maintained and, in 1939, it reached 573 i.e., 58.7 per cent. over 1929. The period 1940-43 is characterised by a further increase; the total employment being 673 in 1943, i.e., 17.4 per cent. over 1939 and 86.4 per cent. over 1929.

The employment figure in private regulated presses in Delhi has also undergone a gradual increase. In 1929, the total number of workers employed was 444. It amounted to 802 in 1935, i.e., an increase of 80.6 per cent. This improvement was maintained and, in 1939, it reached 966, i.e., 21.4 per cent. over the 1935 and 117.6 over the 1929 figures. The period 1940-1943 saw a further acceleration of this movement, so that in 1943 the employment was 1506, i.e., 55.9 per cent. over the 1939 and 239.2 per cent. over the 1929 figures. Delhi contributed 1.9 per cent., 30.1 per cent. and 30.8 per cent. of the total employment in private regulated presses in India in the years 1929, 1939 and 1943 respectively.

3. *U.P.*—In 1929, government presses employed 1,932 persons. Later, there was experienced a rapid setback so much so that in 1935 the number stood at 1,406—27.2 per cent less than in 1929. From 1936 onwards, employment in government presses in U.P. showed signs of improvement which, in spite of a slight fall in 1937, continued unimpeded. In 1939, it amounted to 1,784, i.e., 26.9 per cent. above the 1935 and 7.7 per cent less than the 1929 figures. The war years witnessed a further acceleration of this upward tendency. In 1943, the number of workers employed in government presses in U.P. reached 2,216 which is 29.8 per cent. over the 1939 and 19.9 per cent. over the 1929 figure. U. P. contributed 15.4 per cent., 14.2 per cent. and 16.1 per cent. of the total employment in Government presses in the years 1929, 1939 and 1943 respectively. The employment in private regulated presses in U.P. stood at 3,248 in 1929. It did not make much headway either in the thirties or in the war years. The maximum reached was 3,178 in the year 1941. Since then, there has been a fall in employment figures which went down to 2,557 in 1943, i.e., 13.7 per cent. over the 1929 and 19.5 per cent. less than the 1941 figures. The U. P. contributed 9.7 per cent., 8.4 per cent. and 6.4 per cent. of the total employment in private regulated presses in India in the years 1929, 1939 and 1943 respectively.

4. *Bihar*.—The employment figures for Bihar, previous to 1937, were mixed up with those of Orissa. Since then, the figures are available separately. Employment in government presses in Bihar was 708 in 1939. It went up to 759 in 1940 or 7.2 per cent. above the previous level. Then, there set in a descending trend which touched its lowest pitch in 1943 i.e., 649 or 8.3 per cent. less than 1939 figures and 14.49 per cent. less than those of 1940. Bihar contributed 5.6 per cent. and 4.5 per cent. of the total employment in Government presses for the years 1939 and 1943 respectively. Employment in private regulated presses in Bihar amounted to 1,004 in 1939. It was actually on the decrease till 1941. In 1942, it recovered from this set-back and the employment stood at 1,068 i.e., 6.4 per cent. above the 1939 figures. The improvement continued so much so that in 1943, the total number of workers in the private regulated presses in Bihar stood at 1,103, i.e., 3.3 per cent. over the 1942 or 9.9 per cent. above the 1939 figure. Bihar contributed 3.2 per cent. and 2.7 per cent. of the total employment in private regulated presses in India in the years 1939 and 1943 respectively.

5. *Bengal*.—Employment in government presses amounted to 3,398 in 1929. Upto the year 1931, there was a steady rise after which it began to fall, so much so that in 1935 it stood at 3,026, i.e., 10.9 per cent. below the 1929 figure. From 1936 onwards there was an improvement which reached its culmination in the year 1939 when employment in government presses in Bengal reached 3,521, i.e., 16.4 per cent. over the 1935 and 3.6 per cent. over the 1929 figures. It is exhibiting a setback since 1940. In 1943, it stood at 3,234—8.2 per cent. less than 1939 and 4.8 per cent. less than 1929. Bengal's contribution to total employment in government presses in India for the years 1929, 1939 and 1943 was 27.1 per cent., 28.1 per cent., and 22.4 per cent. respectively. In respect of employment in private regulated presses also, the figure in Bengal exceeded that of any other province in 1929, when it amounted to 6,502. There was a fall in the years 1931 and 1932, but employment regained momentum and reached 6,263 in 1935—3.7 per cent. less than that of 1929. After 1936, private regulated presses in Bengal made further headway so that, in 1939, employment stood at 6,575—5 per cent. over the 1935 and 1.1 per cent. over the 1929 figures. The progress was maintained for the years 1940 and 1941 but the shortage of paper and other printing materials brought about a sudden fall in 1942, when it came down to 5,972, i.e., a fall of 9.2 per cent. since 1939. In 1943, employment was 5,777, i.e., 12 per cent. less than 1939 and 11.1 per cent. less than 1929. Bengal contributed 28.1 per cent., 21.2 per cent. and 19.1 per cent. of the total employment in private presses in India for the years 1929, 1939 and 1943 respectively.

6. *Madras*.—Employment in government presses in Madras amounted to 1,798 in 1929. It could not make much headway either in the thirties or in the period 1940-43, the maximum reached being 2,003 in 1936, i.e., 11.4 per cent. over the 1929 figure. In 1943, it stood at 1,491 i.e., 17.1 per cent. less than 1929. Employment in private regulated presses in Madras was 4,441 in 1929. It dwindled in the beginning of the thirties so much so that in 1935 it stood at 4,256, i.e., 4.2 per cent. less than the 1929 figure. Since 1936, the situation has improved, the total number of workers employed being 4,940 in 1939, i.e., 11.2 per cent. over 1929 and 16.1 per cent. over 1935. This improvement continued during 1940-43. In 1943, it rose to 5,476, i.e., 10.8 per cent. more than the 1939 and 23.3 per cent. above the 1929 figures. Madras contributed 19.2 per cent., 16 per cent. and 13.6 per cent. of the total employment in private regulated presses in India in the years 1929, 1939 and 1943 respectively.

7. *Bombay*.—In Bombay, the employment for the year 1929 in government presses was 2,022 which underwent a gradual deterioration until the year 1935, when a slight improvement was marked. In that year it stood at 1,630—9.4 per cent. less than the 1929 figure. From 1936 onwards, the progress was maintained so that, in 1939, it touched 2,034 i.e., 11.1 per cent. over the 1935 and 0.6 per cent. over the 1929 figures. During the war years, a rapid headway was made, employment reaching 3,572 in 1943 which is 75.6 per cent. above 1939 and 76.6 per cent. above 1929 levels. Bombay stood next to Bengal in respect of employment in private regulated presses in 1929 with an employment figure of 6,049. The thirties saw a gradual and steady improvement so much so that the employment reached 7,512 in 1935 i.e., 24.2 per cent. over the 1929 figure. This upward tendency was well maintained and, in 1939, it rose to 10,695—42.4 per cent. over 1935 and 76.8 per cent. over 1929. The years 1940-43 did not see a further acceleration of the process so that in 1943 it fell to 10,083 which is 5.7 per cent. less than the 1939 and 66.7 per cent. over the 1929 figures. Bombay contributed 26.2 per cent., 34.5 per cent. and 25.1 per cent. of the total employment in private regulated presses in India in the years 1929, 1939 and 1943 respectively.

Sampling.

For purposes of an *ad hoc* survey of labour conditions in the printing industry, nine important centres in different parts of India were selected. The regulated units in each centre were arranged in order of size and a randomised sample was taken. The table given below gives the relevant details in respect of the selected centres and the total number of workers employed in the sampled regulated units :—

TABLE II
Showing selected centres and workers in sampled units.

Name of the Province.	Total number of workers employed in 1943*	Sampled centres.	Total number of workers in sampled regulated presses.	Percentage of column 4 to column 2.
(1)	(2)	(3)	(4)	(5)
Punjab	3,395	Lahore Simla	2,244 } 444 }	2,688 79.18
Delhi	2,179	Delhi	..	1,506 69.11
United Provinces	4,873	Allahabad Aligarh	1,335 } 606 }	1,941 39.83
Bihar	1,752	Patna	..	672 38.36
Bengal	19,011	Calcutta	..	2,857 15.03
Madras	6,967	Madras	..	1,807 25.94
Bombay	13,655	Bombay	..	3,684 26.92
British India as a whole ..	54,534			15,155 27.79

The enquiry covered 15,155 workers which is 27.79 per cent. of the entire number of workers employed in the regulated presses in British India. Besides, there are a large number of unregulated presses whose authentic statis-

*Figures for 1944 were not available.

ties are not available. Out of these, too, 117 units with a total strength of 881 workers were sampled for the enquiry. The relevant information so collected is embodied in the report for each centre separately.

The Report is divided into seven parts, each part being devoted to a separate province. Factual conclusions and summary appear in part VIII.

PART I.
LAHORE.
(Punjab Province).
Employment.

Printing industry in the Punjab is highly concentrated in Lahore, the capital city of the province. Government offices, educational institutions, commercial concerns and a number of newspapers and journals account for the great demand. The following table shows the growth of employment in this industry in the province between 1938 and 1943 and the predominant position of the capital city.

TABLE III.

Showing number of presses registered under the Factories Act and average daily employment.

Year.	Government Presses.		Other Presses.		Total Average daily employ- ment.	Number of presses in Lahore.	Total Average daily employ- ment in Lahore.
	Number.	Average daily employ- ment.	Number	Average daily employ- ment.			
1938 ..	5	1,419	37	1,871	3,290	31	2,962
1939 ..	6	1,480	44	2,019	3,499	39	3,210
1940 ..	6	1,389	41	2,029	3,418	33	3,107
1941 ..	6	1,398	45	2,146	3,544	..	..
1942 ..	6	1,576	43	1,941	3,517	..	..
1943 ..	6	1,558	..	1,837	3,395	..	..

This table excludes unregulated presses and the number of persons employed by them. It is significant that, of the total employment in this industry, government presses (in which is included the North Western Railway Press) account for nearly 45 per cent. of workers. Of these, about 80 per cent. are employed in Lahore and the rest in Simla.

The survey at Lahore covered 31 presses, 21 of which were controlled by the Factories Act*. The North Western Railway press, the Punjab Government Press, the Central Jail Press and the Borstal Institute Press were among the units surveyed. The 17 private presses represented a considerable variety of size and organisation. The following table gives the distribution of the 21 sampled regulated units according to size.

* A separate note appears later on the condition of workers in unregulated printing presses.

TABLE IV.

Average daily employment.	Presses surveyed.	
	Number.	Percentage to total.
11 to 20	2	9.5
21 to 50	11	52.4
51 to 100	2	9.5
101 to 300	3	14.3
Over 300	3	14.3
Total ..	21	100.0

The daily number of workers employed between January and September 1944 by the regulated presses surveyed averaged about 2,244, exclusive of 395 convicts and 30 inmates engaged by the Central Jail and the Borstal Institute presses respectively. Of these 1,908 were time-rate and 336 piece-rate workers. The overwhelming predominance of salaried workers (85 per cent.) in the industry is a feature common to all presses, irrespective of size and organisation.

Recruitment.

With a few exceptions, the printing industry employs labour directly. Contract labour, in three instances only, was confined to the composition departments of presses undertaking the publication of books. In one instance alone, a few persons were employed in the binding department on contract basis.

Generally, the recruitment is made directly by employers through the media of advertisements, hand bills or introduction by workers themselves. One proprietor admitted resort to offer of bribery to workers in other presses as a means of enticing labour.

Labour Officers.

There is no press which has appointed a labour officer or which maintains a separate agency for recruitment.

Length of Service.

During the course of this survey an attempt was made to discover the length of service of workers in the units in which they were employed at the time of the enquiry. Many presses failed to furnish information on this subject. The maintenance of service books was so rare a phenomenon that much of the information had to be secured by direct enquiries from employers and employees. The following table shows the length of service of 1,518 workers in sampled regulated units :—

TABLE V.

Length of service.	Number of workers.	Percentage of total.
Below one year	597	39.33
Between 1 and 5 years	384	25.30
„ 5 and 10 years	155	10.21
over 10 years	382	25.16
Total ..	1,518	100.00

The majority of workers with service 'over 10 years' belonged to the N. W. Railway and Government presses. Conditions in these presses are particularly favourable to long service and are, in no way, representative of conditions in the industry as a whole. Making allowance for these conditions which give particular weight to workers in the last group, it is obvious that labour in the industry has substantial turnover and does not stick to the same employer for long.

Labour Turnover.

This conclusion is also borne out by my enquiry into labour turnover in individual concerns. In this matter, too, I was handicapped by lack of recorded information in respect of persons leaving employment. It was possible to collect some information on this subject from some presses for 1939 and 1943. For 1939, against an average employment of 518 persons, there were 78 or 15 per cent. who had left their jobs. In 1943, out of 628 employees, 66 or 11 per cent. had left. These figures may not claim to be strictly representative in character, but they certainly help to mirror the situation. Survey reports of such individual concerns as give information on labour turnover show that, in the majority of cases, workers left voluntarily. Dismissals and retirements were very rare. The degree of labour turnover was also commented on by employers. Enticing away of workers by bribes was alleged to be not uncommon.

As things stand at present, there are no forces holding turnover in check except at presses where free mobility of labour is considerably hampered for they come under the National Service (Technical Personnel) Ordinance. In fact, with the exception of a few concerns which have taken steps to build up a loyal and permanent labour force, there is every incentive for workers, who consider themselves to be temporary in fact and spirit, to look for better chances of employment elsewhere. Most concerns fail to create for their employees a stake in their employment in the form of regular increments, prospects of promotion, privilege leave, provident funds, pensions or gratuities. Under these circumstances, it would be no exaggeration to say that even the most enlightened type of workers would be subject to the tendencies responsible for turnover.

Absenteeism.

As in the case of turnover, so in this case, little recorded information could be had. In some cases it was possible to obtain the number of man-days lost and work out from these figures *per capita* absenteeism by taking into account the total of man-days lost and the average daily number of persons employed. It has not been possible to determine the number of man-shifts scheduled for work and work out absenteeism as a percentage of man-shifts lost to manshifts scheduled for work. That alone would yield an adequate measure of absenteeism. From whatever information was available from some units, it was found that, on the basis of the number of workers concerned, absenteeism amounted to 8 days per worker in 1939 and 15 days in 1943. These figures do not claim to be mathematically accurate or representative. Some presses, which are fed on military or government work, can probably compel their hands not to leave their jobs under Defence of India Rules; the irony of the situation is that they usually pay less than other presses which do private odd work at encouragingly high rates. These employees are thus driven to take leave to work in smaller presses on better scales. It is significant that, while in some concerns unauthorised absence and late

coming were subject to penalties, no premium on punctuality and regularity was placed anywhere. In one press, according to a statement by the manager, a fine of one anna was imposed for each day of unauthorised absence, not due to illness, though the workers' union stated that it was two annas per day and for late arrival a worker was liable to be fined anything from one anna to eight annas per hour. According to the same statement, late coming was excused in the case of time workers but not in the case of piece workers. In another press, one day's unauthorised absence was, according to the manager, liable to lead to forfeiture of the whole month's war allowance. The workers of this press, however, stated that their whole month's war allowance was liable to be forfeited even if they arrived late by two hours. These appear to be severe penalties for enforcing punctuality and regularity, unaccompanied by any reward for those who show a greater sense of responsibility.

Permanent & temporary workers.

The enquiry revealed that most presses regarded their workers to be temporary. In some instances, where a formal distinction was made between temporary and permanent workers, it was not based on any privileges which the latter enjoyed over the former. In a few cases, the distinction rested on the fact that permanent workers were entitled to receive and obliged to give seven or fourteen days' notice in case of discharge and resignation respectively. Apart from the government and railway presses, there were only two private presses which permitted some amount of privilege leave to their permanent workers thus distinguishing them from temporary hands in virtue of their enjoying this privilege. One of these is a co-operative concern which treats its workers as permanent after one year's service and extends to them the privilege of 15 days' leave with pay. In the other case, the privilege leave was without pay, restricted to some specified classes of workers and subject to the condition that the workers availing themselves of leave supply substitutes during their absence. Taking the industry as a whole, it would be correct to say that the majority of workers employed in it enjoy no privilege leave with pay. Leave with pay, so far as monthly paid workers are concerned, is confined to Sundays and 8 to 15 festive holidays depending on the discretion of each employer.

Apprenticeship.

Several of the occupations in the industry are of a skilled nature requiring some degree of literacy and training. Yet it is very striking to remark that a system of apprenticeship in the industry is conspicuous by its absence. This lack is perhaps responsible for some measure of turnover, for a new entrant may join a concern in an occupation calling for nominal skill, pick up some elements of another occupation requiring a little more skill and then migrate to another press offering better prospects. And so the process repeats itself. Some employers informed me that, in the past, they had a system of apprenticeship under which they invited candidates to come in as learners. But they generally complained that learners usually left after attaining a certain amount of proficiency. My enquiry revealed that whatever system of apprenticeship (or lack of it) existed was most haphazard and unscientific and failed to offer any incentive to the apprentices to stick on. Such attempts at apprenticeship would appear to be a travesty of apprenticeship as that term is generally understood. The industry has failed to appreciate that a well-defined and organised system of apprenticeship has a great

and healthy bearing on the efficiency of labour, particularly in trades requiring a high degree of technical skill. Some employers favoured the idea of a training centre for printing press workers which they would be willing to subsidise. The president of the Master Printers' Association opined that such a centre would be a boon to the industry which was prepared to make a financial contribution to its maintenance. It would certainly react favourably on labour efficiency but it cannot ensure or secure a more stable supply of labour for *individual* concerns which a well-regulated system of apprenticeship within the factory itself promises to do.

Standing Orders.

Standing Orders governing the day-to-day relations of the employers and employees were found to exist only in two units.

Basic Wages and Allowances.

War conditions have affected wage rates and other elements in workers' earnings in a manner which defies systematic description. In some of the major industries of the province, basic wage rates of both time and piece workers have, generally speaking, remained unchanged. At one press, wage-rates for piece-workers are worked out and fixed strangely enough by the obsolete yard-stick of the rules laid down in the Press Handbook of 1885. It goes without saying that this practice is a glaring instance of gross inequity, for the frame-work of general socio-economic circumstances has undergone drastic vicissitudes and even the Secretariat press has adopted the scales of a much later stage. In a few presses at Lahore, basic wages have remained unaltered. The increase in earnings has taken the form of dearness allowance or war allowance and house and children allowances at one or two presses. In some, increased earnings are due partly to a rise in basic wages and partly to grant of allowances. In the smaller presses, however, the general tendency has been to raise basic rates in lieu of allowances. Two of the sampled presses were giving bonuses to their employees. In 1943, a new press paid one sixth of wages earned by its employees during that year as bonus. The Co-operative Press, whose workers are its share-holders, distributes dividends to the workers according to profits earned. Except one press only, where rent and children allowances are permanent and will remain in force even after the war, all other allowances are tenable for duration of war or period of high prices. For every convict labourer at the Jail Press, eight annas a day is paid by the press to the jail authorities.

Overtime.—Overtime work appeared to be almost universal and, in certain cases, compulsory. No doubt, some of the employers denied the charge of compulsion but there is a mass of evidence to prove that, if a person was booked for a particular span of overtime and if he failed to put in that much work, he was liable to suspension. At one important press, a worker who, for some reason or other, could not work overtime, was served with a charge-sheet.

Overtime may, in a way, be said to be mutually agreed upon. Labour wants to supplement income and tacitly carries on work even after the usual working hours. The general method of calculating overtime work was to count the number of hours worked in excess of the daily run and translate them into normal days. The rates of payment for overtime varied between a minimum of ordinary daily rates to one and half times these rates. In newspaper printing presses, however, somewhat greater concessions were given for work on Sundays and other holidays.

Wage-period.—The wage period for time workers was one calendar month and, in regulated presses, wages were disbursed on or before the 7th of the following month.

Deductions.—Deductions from wages on account of fines and damages were found to be very rare. Where such deductions were made, fine funds were instituted. In the case of the Railway Press, the fund was under the control of the Railway Headquarters and was being used 'for promoting sports'. The fine fund in a private press, it appeared, was not being used at all. It was brought to my notice that, sometimes, this fund was drawn upon to make good any deficiency in cash receipts.

Working conditions.

With the exception of a few large presses, most of the presses were located in premises which were designed for purposes other than those of housing a factory. It is not surprising, therefore, that workers were found working in such places as stables, improvised sheds and rooms resembling dungeons. In many presses, walls and ceilings, seldom whitewashed, had accumulated a wealth of dirt, cobwebs, and, in one, a wasp hive on a ceiling, black with soot and within easy reach of a compositor. In such presses, serious overcrowding and congestion are inevitable. The larger presses too, appeared to suffer from a tendency towards congestion. But such congestion was perhaps due to pressure of work caused by war-time activity and may, therefore, be regarded as a temporary phenomenon. On the whole, my inspection of premises has brought home to me the necessity of certifying premises before they are allowed to be occupied by any factory. Added to the misery of congestion was the acute discomfort caused by high temperature in summer, cold in winter, and leaky roofs and windows during the rainy months. The paucity of fans in a number of presses added greatly to the discomfort of overcrowding. Many of the presses did supply cool water in earthen pitchers in the hot season. For the enjoyment of rest intervals by workers, rest shelters were available only in 3 of the 21 sampled regulated presses. Canteens for the supply of refreshments were set up in 3 presses. Among other welfare activities may be mentioned the nature of medical facilities offered by employers. In one, a *vaid* was available for consultation. In 4 others, there were dispensaries. First-aid boxes were maintained in 11 others, but at none of them could be found a single qualified first-aider. Beyond these measures there is nothing worth mentioning about the welfare activities of the employers.

Provident Fund, etc.

The rules regarding provident fund, etc., contained in C.S.R. (Punjab), Volume II are applicable to the Secretariat Press. Permanent employees are entitled to superannuation, retiring and invalid pensions according to rules laid down therein. Temporary hands get gratuity up to 12 months' pay according to length of service. The Railway Press is governed by N.W. Railway Service Rules. Apart from these, only two others, out of a total of 17 private presses covered by the survey, had set up provident funds for the benefit of their employees. At one of these, every worker with more than three years' continuous service could contribute to the fund. The management added an amount equal to the sum contributed by an employee. Such sums cannot exceed 6-1/4 per cent. of the salary. The management pays 5 per cent. interest on the joint contribution. The amount, inclusive of interest, is payable on completion of 25 years of service or at the age of 50,

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whichever is earlier. If a person leaves before the expiry of this period, the management's contribution and interest forfeit to the employer. In case of persons having more than 15 years' satisfactory service, the employer's contribution and interest shall not be withheld. At the discretion of management, these benefits can be allowed to those as well who complete 10 years' service. Any member dismissed for misconduct or fraud shall forfeit all claims upon the fund provided that if the misconduct is not, in the opinion of the press, of a criminal nature, he may (at the absolute discretion of the press and subject to any claim by the press) be paid such proportion of his contribution to the fund with or without interest thereon as the press may think fit, the balances of his contributions, if any, with interest thereon together with the press's contribution and interest thereon reverting to and becoming the absolute property of the press. At the other press the rate of interest on contributions is 4 per cent. ; and, in addition to the benefits given under the Provident Fund Rules, the trustees may at their discretion grant to an employee or his heirs for efficient and faithful service a bonus not exceeding 1/2 month's pay calculated, on an average pay of the last 3 years at the time of death or retirement, for each year's service, provided that no bonus shall be given to an employee who has put in less than 15 years' continuous service, and that no bonus shall accrue for any years over 30 years.

Trade Unions and Works Committees.

Trade unionism among workers in printing presses has not made any considerable headway. There were two unions only, one of which was the Government Press Workers' Union, a registered but not a recognised body and the other was formed by the workers of a private press employing 23 workers. In the Railway Press, there existed an Area Council of workers for ventilating their grievances, but, in the view of workers, it was an ineffective organisation—an eye wash—nay, a shrewd device to stifle their aspirations and expression. In a newspaper, the practice was to constitute *ad hoc* committees for putting forward grievances. Altogether it appeared that workers lacked a substantial organisation for united action.

Occupational diseases.

In the survey of printing presses, particular attention was paid to discover the existence and incidence of lead poisoning which is a recognised occupational disease in this industry. Unfortunately, in the absence of regular periodical examination of workers and absence of scientific research directed towards determining the degree of prevalence of the disease, no definite and reliable evidence could be collected on this subject. It is significant that, in many presses, both employers and workers had not so much as heard of lead poisoning. In view of this, it is not surprising that the consciousness of the necessity of taking measures to mitigate the incidence of this occupational menace was conspicuous by its absence. In some presses soap, occasionally of antiseptic quality, was being provided by employers. But it is doubtful whether in most cases this was being done as a safeguard against lead poisoning.

Knowledge of the possibility of lead poisoning by inhaling lead fumes appeared to be equally poor. Even in presses which had out-let arrangements for lead fumes, the position was not always satisfactory. It was observed that, where exhaust pipes were provided, lead fumes were not prevented from

spreading. Some employers thought that arrangements for exhaust pipes were all that they could supply and questioned the necessity of exhaust fans fitted to the pipes for creating the necessary amount of suction for drawing away the fumes and preventing their spreading round. My experience is that exhaust pipes not fitted with exhaust fans, do not offer sufficient safeguard against inhalation of lead fumes by operatives.

Not a single press owner or manager replied in the affirmative to the question whether any cases of lead poisoning had occurred in his concern. On the other hand, the Government Press Workers' Union was emphatic in asserting that press workers were very much exposed to the risk of lead-poisoning against which no safeguards, whatsoever, were provided by the authorities. The union brought to my notice the case of a worker who, in their view, showed unmistakable symptoms of lead-poisoning.

No definite opinion on the prevalence of lead-poisoning in this industry can be expressed. The matter is one for medical research to determine. What is significant is (a) the general ignorance of the nature and possibility of lead-poisoning in this industry on the part both of employers and employees, and (b) lack of adequate safeguards against this occupational disease. In the absence of a scientific investigation of this problem, the prevalence of the disease cannot be determined. But its prevalence is not thereby disproved. The presumption is rather that, in the absence of safeguards against the disease, there is every likelihood of its prevalence.

Unregulated Presses.

Besides 33 regulated presses, Lahore has a very large number of unregulated presses. In 1935, the number of such presses in Lahore district was 294 but, since then, their number has been falling. In 1939, it had dwindled to 217, in 1940 to 191 and in 1944 to 185. A large number of these unregulated presses is located within the municipal limits of Lahore. My *ad hoc* survey into the conditions of labour covered 10 such presses which, by the way, are subject only to the Trade Employees Act.

Large though the number of these presses is, it cannot account for more than 20 to 25 per cent. of the total employment in the industry. The strength of the 10 presses surveyed is as follows :—

TABLE VI.

Serial number of press.	Number of workers employed.		
	Time.	Piece.	Total.
20	18	1	19
21	11	7	18
24	8	3	11
25	9	1	10
26	10	..	10
27	5	5	10
28	4	5	9
29	8	..	8
30	10	..	10
31	2	2	4
Total Number of workers			
Percentage of total			
..	85	24	109
..	77.98	22.02	100.00

As will be seen from the table above, the percentage of piece-rate workers in unregulated presses is higher than that in regulated presses though the difference is not very great. All sampled units among unregulated presses excepting one (serial no. 21) employ and pay their workers directly.

One press alone (serial no. 24) classifies its workers as permanent and temporary, the former alone being entitled to gazetted holidays, sick and casual leave on average pay.

The turnover figures were available only in a few presses. These indicate that labour turnover shot up from 25 per cent. in 1939 to 69 per cent., in 1944. The causes of this high rate of turnover are :—

- (1) The frequent movement of workers from press to press in search of higher wages.
- (2) The employment by presses of extra hands for short periods to complete particular rush orders.
- (3) Lack of incentive like provident fund, etc., to enable workers to stick to a particular press.

The employers complained that the present war had greatly accentuated the tendency.

Absenteeism figures were available in only two units. These indicate that absenteeism has increased from 10 days per worker in 1939 to 23 days per worker in 1943. These figures may, to some extent, include an element of turnover. It was pointed out to me that it is a common practice among the workers to absent themselves from one press and go over to another press for a few days or so. This is done in response to higher wages which are sometimes paid to execute a rush order.

There are no principles for the fixation of wages which depend upon the bargaining power, the availability of workers and the demand for them. Only three of the unregulated presses surveyed pay dearness allowance, varying from 6-1/4 per cent. to 37-1/2 per cent. of their basic wages to workers who have been with them for some time. Basic wages have gone up in all the presses. The increase varies from 40 per cent. to 100 per cent. It may be noted that presses in which the increase in basic wages has been comparatively small are those which pay dearness allowance.

The unregulated presses are situated in all types of buildings, from stables to shops. These are extremely overcrowded and the general conditions are very bad. Sanitary arrangements like latrines, urinals, etc., are very poor.

All the sampled unregulated presses work one shift. The hours of work lie between 9 a.m. and 7 p.m. and the number of hours worked is usually 8. Overtime is worked quite frequently but no record is generally kept ; the proprietors make whatever payment they think reasonable. Deductions are not generally made. If a man works unsatisfactorily, he is simply discharged. The usual wage period is a month, and payments are made upto the 15th of the subsequent month. The only legislation which regulates working hours is the Trade Employees Act under which a weekly holiday is given to workers.

The employers advance money to several of their workers. This enables them to retain these persons. There are no provident funds, pensions, or gratuities etc., in any of the presses.

Analysis of Wages and Earnings.

Data of wages and earnings were collected in respect of 1,671, workers employed in the sampled units, both *regulated* and *unregulated*. This number

constitutes 71·02 per cent. of the total employed in the establishments surveyed. The following table shows the average monthly basic wages and net earnings in 11 principal occupations of the sampled units. The total number of workers employed in these occupations was 1,182 or 50·23 per cent. of the total number employed in the establishments covered and 70·74 per cent. of the number whose data were obtained. Very wide variations were noticeable in the wages and earnings in the same occupations in different establishments and also in the same establishment. The table at Appendix I gives further details of the position in individual establishments to show the wide variations in rates.

TABLE VII.

Showing average monthly wages and earnings in 11 selected occupations in the 31 sampled presses, regulated as well as unregulated, at Lahore.

Serial Number.	Occupation.	Basic monthly wages.			Net monthly earnings.		
		Rs. A. P.			Rs. A. P.		
1	Compositors	51	0	3	63	6	5
2	Binders	22	6	7	40	0	11
3	Machinemmen	46	8	10	55	1	3
4	Inkers	18	15	11	28	7	10
5	Feeders	25	5	3	34	3	2
6	Distributors	28	14	3	39	8	3
7	Readers	80	11	4	102	1	8
8	Copy-holders	31	9	10	46	2	8
9	Pressmen	36	11	2	45	9	1
10	Lino Operators	86	10	5	103	0	7
11	Foremen	64	13	9	82	1	7

The following table shows the number of persons employed in the selected occupations of the 31 sampled (*regulated and unregulated*) presses and percentage of samples of workers taken from each. The basic wages and net earnings given in table VII are the averages of the samples taken :—

TABLE VIII.

Serial Number.	Occupation.	Number of workers.	Number of samples taken.	Percentage of samples to number of workers.
1	Compositors	419	276	65·87
2	Binders	222	131	59·01
3	Machinemmen	158	99	62·66
4	Inkers	100	49	49·00
5	Feeders	76	25	32·89
6	Distributors	74	36	48·65
7	Readers	36	26	72·22
8	Copy-holders	35	30	85·71
9	Pressmen	24	16	66·67
10	Lino Operators	19	17	89·47
11	Foremen	19	17	89·47

Civil condition.

The enquiry into the civil condition of workers in printing presses at Lahore covered 537 workers from 29 presses. The workers were selected by a process of random sampling from all major occupations in the industry.

The sampled units include presses, large and small, regulated and unregulated, privately owned and company owned.

Of 537 workers, 346 were Muslims, 173 Hindus, 14 Sikhs and 4 Christians. The majority of workers (319) belonged to Lahore, 162 others came from the other parts of the Punjab and the rest from other provinces.

The extent of literacy among workers in this industry would naturally be higher than in most other classes of industrial labour. Of the 537 workers interviewed, 343 or 63.8 per cent. were literate, i.e., able to read and write. But literacy was confined mainly to skilled occupations, such as compositors, type operators, readers, *daftries*, etc.

The majority of workers were married and had dependants to support. The following table shows the size of families, according to the number of dependants, of 406 married workers and 131 unmarried workers and widowers.

TABLE IX.

No. of dependants.	..	..	..	..	Nil.	1—3	4—6	7 and over.
No. of families	..	..	..	..	53	217	218	49

The table shows the preponderance of families with 1 to 6 dependants. The number is almost equally divided between families with 1 to 3 dependants and families with 4 to 6 dependants.

Indebtedness.

Indebtedness appears to be fairly extensive. Of 537 workers in the sample, 267 or 49.7 per cent. were found to be in debt and the total amount of debt was Rs. 1,27,008 giving an average of Rs. 476 per indebted family.

The bearing of the size of the family on indebtedness is brought out unmistakably by the following table :—

TABLE X.

Number of dependants.	Nil.	1—3	4—6	7 & over.	All families.
Number of families	53	217	218	49	537
Number of families in debt	13	93	126	35	267
Percentage of families in debt to total number of families	24.5	42.9	57.8	71.4	49.7
Total amount of debt (in Rs.)	2,835	34,508	63,405	26,260	1,27,008
Average amount of debt per indebted family (in Rs.)	218	371	503	750	476

It is clear from this table that, as the size of the family in terms of dependants increases, the percentage of families in debt as well as the average amount of debt per family increase. Families upto 3 dependants are below the general average both in the percentage of families in debt and the average amount of debt per indebted family. In both respects, families with more than 4 dependants are above the general average.

An analysis of the causes of indebtedness shows the predominance of consumption loans as the following table indicates :—

TABLE XI.

Causes	Marriage	Sickness	Purchase of house	Domestic needs	Litigation	Death	Ancestral	Loss in business	All causes
Number of cases	90	56	18	105	8	8	10	4	299
Amount of debt (in Rs.)	41,383	17,735	12,260	35,735	4,490	3,510	10,170	1,725	1,27,008
Percentage of debt to total	32.6	13.9	9.7	28.1	3.5	2.8	8.0	1.4	100.0
Average amount of debt per case (in Rs.)	460	317	681	340	561	439	1,017	431	425
Percentage of cases to total cases	30.1	18.8	6.0	35.1	2.7	2.7	3.3	1.3	100.0

This table shows the number of cases of debt (299) on account of various causes to be in excess of the number of families in debt (267). This is explained by the fact that some families were in debt on account of more than one cause. Indebtedness on account of marriages and domestic needs accounts for about 60 per cent. of the total debt. Sickness comes next accounting for nearly 14 per cent. of total debt, though the percentage of cases of borrowing on account of this cause is nearly 19 per cent. of all cases of borrowings. Litigation accounts for a very small percentage of the total debt. But it is worth noting that the average amount of debt on borrowings for purposes of litigation is comparatively high. This is true of ancestral debt also.

Productive use of loans is confined only to purchase of houses. A part of the debt on this account is attributable to house repairs. Altogether, just less than 10 per cent. of total debt is accounted for by this cause. At one of the presses, employees have been expressly prohibited from borrowing from Pathan moneylenders. The following table indicates the frequency distribution of indebted workers according to the amount of debt :—

TABLE XII.

Amount of debt. (Rs.)	Up to 50	51 to 100	101 to 200	201 to 500	Over 500
Number of persons	10	42	48	101	86

It may be noted that the bulk of indebtedness is interest free, apparently because loans are generally taken from relatives, friends or employers. In the case of interest bearing loans, the rate of interest normally ranges between 6 and 9 per cent. Hardly about half a dozen borrowers pay between 9 and 18 per cent. and a couple of others as much as 25 per cent. rate of interest. In one solitary case only, it touched the peak of 37-1/2 per cent. The professional moneylender is the main financing agency. In a few cases money is drawn against provident fund or from co-operative societies.

Housing.

The enquiry into the housing conditions of workers employed in printing presses at Lahore covered 200 households occupying 159 dwellings. As almost all the householders occupying common dwellings consisted of brothers or very near relatives who, for all practical purposes, could be said to be having a common purse, they have not been regarded as distinct household units and no significance has been attached to the fact of their sharing common dwellings. The following table shows the number of dwellings and their distribution according to size in terms of the number of habitable rooms comprised in them :—

TABLE XIII.
Number and size of dwellings.

Size.	Number of dwellings.		Percentage of total.	
One room	..	..	78	49·1
Two rooms	..	..	48	30·2
Three rooms	..	..	23	14·4
Four rooms	..	..	7	4·4
Five rooms	..	..	2	1·3
Six rooms	..	..	1	0·6
Total	..	159	100	

This table shows the concentration of dwellings in the size of one-room dwellings, which account for nearly 50 per cent. of all dwellings, followed by two-room dwellings constituting another 30 per cent.

Density of occupancy.—The 159 dwellings surveyed consisted of 287 habitable rooms, occupied by 1,012 persons of whom 720 were adults of both sexes and 292 children below the age of 9 years. This gives an over-all density of occupancy of 3·5 persons per room of an average area of approximately 130 square feet. The following table shows more distinctly the density of occupancy in dwellings of different sizes :—

TABLE XIV.
Density of occupancy according to size of dwellings.

Size of dwelling.						Number of dwellings.	Number of rooms.	Number of occupants.	Density of occupancy.
One room	..	..	..	..	..	78	78	397	5·1
Two rooms	..	..	..	..	..	48	96	337	3·5
Three rooms	..	..	..	..	..	23	69	174	2·5
Four rooms	..	..	..	..	..	7	28	57	2·0
Five rooms	..	..	..	..	..	2	10	27	2·7
Six rooms	..	..	..	..	..	1	6	20	3·3
Total					..	159	287	1,012	3·5

The table shows the relation between the size of dwellings and density of occupancy. Density tends to fall with an increase in the size of dwellings. It is the highest in one room dwellings, being 1.6 persons above the general average while, in two-room dwellings, it is equal to the average density of occupancy in all dwellings. In dwellings of larger size than two rooms, density is below the average for all dwellings.

The table below shows the distribution of habitable rooms and occupants in dwellings of different sizes :—

TABLE XV.

Size of dwellings.					Percentage of habitable rooms to total number of rooms.	Percentage of occupants to total number of occupants.
One room	..	..	..	..	27.2	39.3
Two rooms	..	..	..	..	33.4	33.3
Three rooms	..	..	..	..	24.0	17.2
Four rooms	..	..	..	..	9.8	5.6
Five rooms	..	..	..	..	3.5	2.7
Six rooms	..	..	..	..	2.1	1.9

It will be seen that one-room dwellings, which constitute nearly 50 per cent. of all dwellings, account for 27 per cent. only of the total number of habitable rooms in all dwellings which accommodated just over 39 per cent. of the total number of occupants in all dwellings. In dwellings of larger size, the proportion of occupants to the total number of occupants is less than the proportion of habitable rooms to the total number of rooms. Thus, three-room dwellings having 24 per cent. of the total number of habitable rooms accommodated only 17.2 per cent. of the total number of occupants. Two-room dwellings closely represent the general trend in so far as they constitute one-third of all dwellings, contain one-third of habitable rooms, accommodate one-third of total number of occupants and have a density of occupancy equal to the average for all dwellings.

Amenities.—For considerations of space, detailed analysis has been confined to the existence of amenities to one and two-room dwellings only. In so far as these dwellings constitute the majority of dwellings and accommodate the greater part of occupants covered by the survey, the position in respect of them will give a sufficiently representative picture of housing conditions.

TABLE XVI.

Showing distribution of amenities such as subsidiary rooms, verandahs, courtyards and kitchens.

	Subsidiary rooms.				Verandahs.		Courtyards.			Kitchens.		
	No. of rooms.	No. of dwellings.			With		With			With		With-out.
		No.	%		No.	%	No.	No.	%	No.	%	
All dwellings	45	26	16.3	24	15.1	135	82	51.5	77	32	20.1	127
One room dwellings	7	7	8.9	13	13.6	65	41	52.5	37	10	12.8	68
Two room dwellings	15	10	20.8	8	16.7	40	23	47.9	25	5	10.4	43

TABLE XVII.

Distribution of amenities such as bath rooms, latrines, water supply, electricity, drainage and ventilation.

	Bath Rooms.			Latrines.			Water Supply.			Electricity.			Drainage.			Ventilation.		
	With	Without		With	Without		With	Without		With	Without		Satisfactory.	Unsatisfactory.		Satisfactory.	Unsatisfactory.	
		No.	% age		No.	% age		No.	% age		No.	% age		No.	% age		No.	% age
All dwellings	18	141	89.6	148	11	6.9	44	115	72.3	63	96	60.3	29	130	81.7	43	116	72.9
One room dwellings	2	76	97.4	69	9	11.4	6	72	92.3	18	60	76.9	7	71	91.0	13	65	83.3
Two or more dwellings	6	42	87.5	46	2	4.1	17	31	61.5	23	25	52.1	12	36	75.0	13	35	72.9

The utter poverty of dwellings in the matter of amenities is, as revealed by the tables above, even more staggering than the incidence of occupancy. It is apparent that dwellings in which the incidence of occupancy is the highest are also characterised by the absence of other amenities which tend to mitigate, in however small a measure, the evil effects of over-crowding and add to the health and comfort of the inhabitants. The above tables emphasise the pathetic conditions of occupants in one-room dwellings in particular. In almost every respect, amenities enjoyed by them are less than those available to others—low as the general state of amenities is in all dwellings.

Part I (Continued).

SIMLA.

Simla is not an important educational, commercial or journalistic centre, and evidently the printing industry could not have been expected to flourish here on a considerable scale. The demand for printing comes wellnigh entirely from the Government. There are less than half a dozen printing presses including the Government of India Press and its branch, Private Secretary to Viceroy's Press, situated in Simla. Of these presses, one is of a doubtful existence. The remaining presses were sampled for an *ad hoc* survey into the socio-economic conditions of their workers.

Employment.

The total strength of operatives in these sampled units is reproduced in the table below :—

TABLE XVIII.

Serial No. of press.	Total number employed in August 1939.		Total number employed in January 1944.		Percentage Increase.
1	274	.. ..	381	.. ..	39.1
1-A	22	.. ..	22	.. ..	0.0
2	Not available	.. ..	41	.. ..	..
3	15	.. ..	18	.. ..	20.0

Barring I-A., which has remained absolutely unaffected by the upheavals and vicissitudes of the war, figures of employment have registered a conspicuous increase, viz. 39.1 per cent. in the case of one and 20 per cent. in that of another, and it is of interest to note that the tendency still persists. This is amply borne out by the latter figures. For instance, the number of persons employed in press no. 1 had mounted to 571 i.e., more than doubled, by December 1944. The workers are all employed and paid directly ; contract labour is not known to the trade. Further, time-rated workers constitute an overwhelmingly large bulk, piece-workers accounting for 5.9 per cent. only of the total strength and all of them belong to the Government of India Press. Woman labour is conspicuous by its absence.

Length of service.

The figures for length of service were available only at two of the presses. The following table brings them out clearly :—

TABLE XIX.

Showing length of service in years.

Serial number of the Press.	Between 0 & 1 year.		Between 1 & 5 years.		Between 5 & 10 years.		Over 10 years.	
	No.	%	No.	%	No.	%	No.	%
1	2	5.2	189	45.0	36	8.6	173	41.2
2	14	28.0	25	50.0	7	14.0	4	8.0
Total	16	7.7	214	45.5	43	9.1	177	37.7

The groups falling in the categories of '1-5' and 'over 10 years' of service are by far the biggest ones, collectively representing 83.2 per cent. of the whole lot. The high figures in the former group are probably the result of new recruitment which, to all appearances, is necessitated by an increase in work. Similarly, the high percentage of workers in the category of 'over 10 years' service is accountable on the basis of greater privileges offered in the Government of India than in any other press.

Temporary and permanent workers.

The distinction between temporary and permanent workers is observed only at the Government press where the percentages of the two classes are 36 and 64 respectively. The privileges of each of the classes in regard to leave, provident fund and other matters are given in the Presses Handbook. Apprenticeship is a rare phenomenon. At the Government Press there is a provision for the recruitment of scheduled caste apprentices* in mono, casting, composing, lino, machine, press and bindery branches, but no apprentices, according to the statement of the manager, have so far been taken.

Graded promotions are in operation at two presses. These are regulated by the Presses Handbook and seniority, coupled with merit, is the principal consideration. So far as some classes of workers, such as compositors, are concerned, their case is a little different. There are no grades for them, but there are various posts with different rates of pay†. The complaint of the workers is that the promotions are too slow and that some of them are now drawing Rs. 60/- after putting in more than 30 years' service.

Labour Turnover.

Figures of labour turnover for 1939 were not available at any of the presses. The figures for 1943 for three presses are tabulated as under : —

TABLE XX.

Showing labour turnover for 1943.

Serial No. of Press.	Average number employed.	Permanent.			Temporary.		
		Retirement.	Dismissal.	Voluntary quits.	Transfer	Dismissal.	Voluntary quits.
1	366	18	1	3	..	7	5
2	32	..	..	5	..	3	..
3	14	..	..	..	..	..	8

Labour turnover does not present any alarming picture except in one press. Retirement is responsible for a fairly big proportion of it. According to the management of press no. 2, the chief reason for turnover is dismissal due to alleged incompetence. The situation in the third one is, no doubt, rather gloomy, viz. 57.1 per cent. Apparently, it is attributable to the fluidity of labour and frequent movement of workers from place to place in response to higher remuneration.

* Rules governing the recruitment and terms of service of scheduled castes apprentices for training as artisans in the printing industry in the Government of India Presses at Simla, New Delhi and Calcutta.

† *Vide* Handbook para. 12.

Absenteeism.

Absenteeism figures for 1939 were not available at any press. Figures for 1943 are as follows :—

TABLE XXI.

Press No.	Average number employed.	Total number of days absented in the year 1943.	Absences per worker (days).
1	366	16,337	44.6
2	32	426	13.3
3	14	359	25.6
Total ..	412	17,222	41.8

As is evident, absenteeism is large, viz., 41.8 absences per head. The reasons detected are sickness (protracted by the non-availability of adequate medicines and medical facilities), domestic affairs and long distances of residential quarters from the places of work.

Service Rules.

There are no written regulations governing the relations between the employers and the employees at one press. At another, they are governed by a letter of appointment which explicitly lays down the rules regarding medical attention, allowances, leave, hours of work, shifts, duty, liability to undergo training in fire prevention, fire fighting and salvage work, overtime and termination of services. The Presses Hand Book governs the relations at the Government press.

Recruitment.

Recruitment is generally made by local canvassing through the workers ; recourse is also had to labour exchanges and advertisements. So far as the Government press is concerned, the Presses Handbook* specifies the procedure. The applicants are taken up after a test. It was alleged that communal differences go a long way in wrecking the careers of a good many workers.

None of the presses has any labour officer. There is, however, a works committee at the Government press, of which the manager is the president. It is stated to afford the employees regular opportunities of discussing with the management and supervising staff difficulties concerning the workers and their working conditions. The workers rightly allege that this committee does not serve any useful purpose and that, on the other hand, it enables the administrative staff to play one worker against another.

Wages and Earnings.

At one press, there is no fixity of wages ; every question is determined on its individual merits. In another press, basic wages are regulated by the Presses Handbook† and no change has occurred since 1939. The wages at a third press were scaled up by 40 per cent. in April 1943 when it was taken over by Government.

No contract labour is employed at any one of these presses. Wage-rates are settled by mutual bargaining as at the private presses or by the Presses Handbook‡. The Government Press Workers' Union, however, "strongly feels that

* Vide Rules 18, 19, 20 and 103, the last one pertains to communal representation.

† Vide Rule No. 12.

‡ Para. 12 and the Resolution No. A-31, dated 15.7.20 from the late boards of Industries and Munitions, Government of India, reproduced on page 408 of the Handbook ; the resolution relates to the retention of piece-rate system.

there is an overwhelming cause for increase in basic wages by a general increment by no less than 50 per cent. to all classes of workers with a basic living wage of Rs. 40/-”.

Allowances granted at two of the presses are tabulated below :—

TABLE XXII.

Press No.	Dearness or war allowance.	House Allowance.	Winter Allowance.
1	Rs. 14 and Rs. 11	Rs. 17/8, 12/8, 10/- & 3/8 according to the scales of pay.	Rs. 20 for pay above Rs. 20. Rs. 4 for pay at Rs. 20 and below. (for 5 months only).
2	Rs. 14 and Rs. 11	Rs. 17/8 p.m. for those drawing Rs. 100 or more. Rs. 12/8 for those drawing less than Rs. 100/- if married, otherwise Rs. 10.	Do.

Overtime—Overtime is calculated on the basis of daily hours irrespective of the number of hours worked in the week except in the case of senior readers who are paid on the basis of weekly hours. The normal day is of 8 hours and work in excess of 8 hours is treated as overtime. Payment is made in accordance with the provisions of the law.

Overtime is worked according to the nature and urgency of the work. “The working of overtime, when required, is obligatory. Men who fail to attend for overtime after having been duly warned will be liable to disciplinary action, except in cases of sickness and emergent private affairs”*. To all intents and purposes, overtime is compulsory and can be refused only at pain of disciplinary action in the Government of India Press. The workers think “it is usually a hardship to compel a man for overtime after his tediously long hours of duty on such a nominal wage and therefore needs to be stopped.”

A register for recording overtime is maintained, and it is stated by the management of one press to be available for inspection with the previous permission of the manager. But the union categorically denies it by saying “neither workers nor their representatives are allowed to use such records. It is always treated as confidential”.

Fines and Deductions—No fines are imposed in one press; at another, fines are levied for late arrival, absence and negligence, though in recent months nothing has been realised from the workers. In addition to the fines allowed by the Payment of Wages Act, deductions are made by one press from the wages of mono and lino operators for short out-turn. The balance of the fine fund that exists at the Government of India Press is Rs. 472|3|7. It is utilised in helping deserving cases among the employees.

Wage-Period.—The wage-period at all the presses is a calendar month, and the disbursements are usually made by the end of the first week of the following month. “This system”, according to the Government Press Workers’ Union, “has proved very inconvenient to the workers who could not send school fees of their children reading out of station to reach them in time and had to purchase the necessities of life from the fag-end stocks left in the market after the purchases by the secretariat people have been made and that also sometime at higher prices”.

* Vide Rule 36, p. 43 of the Handbook.

Their suggestion is that their wage-period may be fixed from 26th of a month to 25th of the next month so as to enable them to receive their pay on the first of every month.

Analysis of wages and earnings.

Data of wages and earnings were collected in respect of 397 persons. This number constitutes 55.92 per cent. of the total employed in the establishments surveyed. The following table shows the average monthly basic wages and net earnings in 10 principal occupations of the sampled units. The total number of workers employed in these 10 occupations was 262 or 56.71 per cent. of the total number employed in the establishments covered and 66 per cent. of the number whose data were obtained. But as very wide variations were noticeable in the wages and earnings in the same occupations in different establishments and also in the same establishment, the table at Appendix II gives further details of the position in individual establishments to show the wide variations which exist in rates.

TABLE XXIII

Giving average monthly wages and earnings in 10 selected occupations of the four sampled presses.

Serial No.	Occupation.	Basic wages			Net earnings.		
		Rs.	A.	P.	Rs.	A.	P.
1	Compositors	50	7	11	105	9	0
2	Inkers	19	9	0	34	15	7
3	Forme Carriers	17	4	4	37	11	1
4	Binders	33	7	7	64	6	5
5	Copyholders	36	15	5	75	14	2
6	Readers	131	7	0	194	13	0
7	Machinemen	37	3	9	65	15	0
8	Caster attendants	41	6	3	82	10	7
9	Mono Operators	94	4	6	144	11	6
10	Lino Operators	96	6	0	153	3	0

The following statement shows the number of persons employed in the selected occupations of the sampled presses and percentage of samples of workers taken from each. The basic wages and net earnings given in table XXIII are the average of the samples taken.

TABLE XXIV

Serial No.	Occupation.	Number of workers.	Number of samples taken.	Percentage of samples to number of workers.
1	Compositors	71	65	91.55
2	Inkers	17	16	94.12
3	Forme Carriers	33	22	66.67
4	Binders	46	22	47.82
5	Copyholders	18	18	100.00
6	Readers	15	11	73.33
7	Machinemen	26	12	46.15
8	Caster attendants	13	9	69.23
9	Mono Operators	11	4	36.36
10	Lino Operators	2	12	16.67
Total ..		262	181	69.08

Holidays.

Sundays and Saturdays are respectively full and half holidays at all presses excepting one. For the night shift workers of the Government Press, Monday is the registered closed day. Holidays at the Government press are observed according to the Government of India holidays list from 15th April to 15th October and thereafter according to the Punjab Government holidays list. The piece-workers get no pay for these days.

Leave at the Government Press is allowed in accordance with the provisions of the Handbook* and these, it may be remembered, are fairly liberal. At another press, 15 days' casual leave and leave on half pay as for War Department are allowed. There is no provision for leave at the third press.

Shifts.

Except one press, all others work only a single shift.

The hours of work are shown in the table below :—

TABLE XXV.

Press No.	Shift.	Hours of work on week days.	Break.	Hours on Saturday.
1	First shift ..	9-18 hours	13½—14 hours	9-14½ hours (without interval). 14½-23 (with break from 19 to 19½).
	Second shift ..	18-2½ hours	22-22½ hours	
	(Tuesday to Friday) One shift only on Sunday.	10-18½ hours	14-14½ hours.	
2	Day shift ..	9-17 hours	13-13½ hours	9-17 hours with break a 13 hours.
3	Day shift ..	9-18 hours	13-14 hours	9-15 hours.

The workers state that working hours should be reduced in winter, especially where there are no satisfactory central heating arrangements. They also allege and rightly too, that workers, who leave for their far-off houses at about 2-30 A.M. certainly deserve some substantial compensation for this inconvenience. An allowance of 20 per cent (subject to maximum of Rs. 20 and a minimum of Rs. 4) has recently been allowed for 5 winter months, but it is not deemed sufficient; an increase in amount and its continuance for the whole year are demanded.

Working Conditions.

Lighting is fairly satisfactory. Electric lights are installed in those sections where natural light is not sufficient. The employees of one of these presses are strongly in favour of extension of the existing building. The president of the Government Press Workers' Union writes as under :—

“The press building in Simla may be enlarged in proportion to the staff employed temporarily for the duration of the present war. Already there has been much congestion in the press.....the workers do not get fresh air and sufficient sunshine with the result that they fall easy prey to various diseases. To evade the evils of lead-poisoning, it is essential that the machines should be reasonably removed from one another and the workers should be conveniently spaced and should have easy access to free, fresh and pure air”.

Rest Shelters.—No rest shelters are provided at any of the presses. At the Government of India Press, there are two tiffin rooms—one for Muslims

* *Vide* section 5.

and another for Hindus—but these are considered by the union to be not spacious enough to accommodate the workers of respective communities. The passage to these tiffin rooms is not covered. This fact renders it difficult for the workers to make use of them in rainy and snowy seasons with the result that they remain confined to their working rooms even during the recess interval.

Water Supply, Urinals and Latrines.—Water supply, urinals and latrines are provided everywhere, but, in the case of the Government Press, there is no covered passage leading to the latrines. Washing and bathing facilities are rather meagre. During cold weather, there is no provision for the supply of running hot water anywhere and it is very difficult for workers to wash their hands properly before and after meals and on other occasions, when necessary. The heating arrangements are not satisfactory either. For instance, there is a boiler heating system installed in one press, but the workers allege that it is not working efficiently. They request for :—

1. “ an inspection of the present system by an expert,
2. “ increased supply of daily quota of coal for the same,
3. “ fixation of the thermometer in different places in the press and recording the readings at regular intervals ”.

Civil Condition.

One hundred workers were sampled at random for an enquiry into their civil condition. Of these, 73 belonged to the Government of India Press and 27 to the two private presses. The number of literates was 81 or 81 per cent. of the total. By religion, 57 were Hindus, 37 Muslims and 6 Christians. 86 were married and 14 unmarried.

The following table shows the frequency distribution of samples according to the number of dependants supported by them.

TABLE XXVI.

No. of dependants	..	..	Nil	1-2	3-4	5-6	7 and over.
No. of families	..	..	3	18	32	23	24

The total number of dependants supported by 97 workers was 462, the average number of dependants being 4.8. The average is higher than the modal group of 3 to 4 dependants. It is due to the existence of sufficiently large number of workers supporting more than 4 dependants. The percentage distribution of workers in higher dependant-groups is greater than has been noticed elsewhere.

Indebtedness.

The table given below indicates the degree of indebtedness prevailing among the sampled workers :—

TABLE XXVII.

Showing indebtedness of families according to the number of dependants.

Number of dependants	..	..	Nil	1-2	3-4	5-6	7 and over.	Total.
Number of families	..	..	..	13	27	22	22	84
Amount of debt (Rs.)	..	..	..	4,550	10,893	9,540	11,453	36,436
Average amount of debt per family. (Rs.)	..	..	..	350	403	434	521	434

It will be seen that the incidence of debt increases with an increase in the number of departments supported by indebted workers. The following table gives the percentage distribution of indebted workers according to the number of dependants supported :—

TABLE XXVIII.

Number of dependants.	Percentage of families in debt to total.
Nil	Nil
1-2	72.2
3-4	84.4
5-6	95.7
7 & over.	91.7
All families.	84.0

The table given below shows the distribution of indebted workers according to various indebtedness-groups. As compared with most other centres, the proportion of those in the highest group, i.e., over Rs. 200|-, is on the high side. Less than a quarter of the workers had debt of less than Rs. 200|-.

TABLE XXIX.

No. of persons in debt.		No. of persons free from debt.		Debt between Rs. 1-50.		Debt between Rs. 51-100.		Debt between Rs. 101-200.		Debt over Rs. 200.	
No.	%age of total.	No.	Percentage of total.	No.	%age to total number of persons in debt.	No.	%age to total number of persons in debt.	No.	%age to total number of persons in debt.	No.	%age to total number of persons in debt.
84	84	16	16	1	1.2	3	3.6	16	19.0	64	70.2

An analysis of the causes of indebtedness is given in table XXX. The number of instances of debt disclosed by 84 indebted workers was 122, of which 69 or 56.8 per cent were on account of marriages and domestic needs, accounting for 60.1 per cent. of the total debt. In this respect, the analysis of indebtedness tells the same story over again. The incidence of indebtedness on account of sickness is also unusually high, accounting for nearly 30 per cent. of the instances of debt and 26 per cent. of the total amount of indebtedness. Productive debt represented by the item 'purchase of land' stands at 5.7 per cent. of the number of loans and 8.3 per cent. of the amount of debt :—

TABLE XXX.

Showing extent of indebtedness by causes.

Causes of debt.				Number of loans taken.	%age of all loans	Amount of debt (Rs.)	%age of total debt.	Average amount of debt (Rs.)
All causes	..	..	..	122	100	36,436	100	299
Marriage	..	..	..	33	27.0	11,720	32.2	355
Sickness	..	..	..	36	29.5	9,435	25.9	262
Death	..	..	..	6	4.9	1,250	3.5	208
Litigation	..	..	..	2	1.7	600	1.7	300
Purchase of land	..	..	..	7	5.7	3,050	8.3	436
Domestic needs	..	..	..	36	29.5	10,181	27.9	283
Ancestral	..	..	..	2	1.7	200	0.5	100

The burden of indebtedness in terms of interest charges is shown in table XXXI. Over 26 per cent of debt was free of interest. Another 11.5 per cent of it paid interest rates up to $6\frac{1}{2}$ per cent. The modal rate of interest ranged from $6\frac{1}{2}$ per cent to $12\frac{1}{2}$ per cent.

TABLE XXXI.
Showing the rates of interest paid indebted persons.

Rate of interest.		Free	Up to $6\frac{1}{2}$ %.	$6\frac{1}{2}$ to $12\frac{1}{2}$ %	$12\frac{1}{2}$ to $18\frac{1}{2}$ %.	$18\frac{1}{2}$ to $37\frac{1}{2}$ %.	Over $37\frac{1}{2}$ %
Amount of debt. (Rs.)	..	9,740	4,178	11,250	2,238	5,330	3,700
Percentage to total debt	..	26.7	11.5	30.9	6.1	14.6	10.2

Health.

Medical facilities are very poorly provided. None of the presses possesses any dispensary or hospital. At the Government Press, the present arrangement is not commendable either. A sub-assistant surgeon, who is permanently employed in the Civil and Military Dispensary of the Ripon Hospital, visits the press for an hour or so on alternate days. His prescriptions are sent to the above named dispensary and, usually, the medicines are got on the following day. Out of the press budget, some extra payment of Rs. 45 per month is made to the doctor for his visits. The system of medicine is allopathic. The Government press workers emphasise the need of a permanent whole-time doctor and a separate dispensary within the premises, which should be helpful to the night workers as well.

First-aid boxes are kept at all the presses and, at the Government press, a sufficient number of trained first aiders is on the rolls. In the opinion of the manager of one of the presses, the main occupational diseases are lead poisoning and gradual loss of eye-sight. He thinks that sustained concentration on indistinct objects in poor light and unsuitable diet are to blame for the gradual loss of sight. As regards lead poisoning, the president of the Government of India Press Workers' Union, Simla, alleges that a large majority of cases remain undetected and undiagnosed.

A six-monthly medical examination for those who handle lead is already carried on at the Government Press. The workers look upon it as a routine work and are not satisfied with it. The other presses are in favour of a medical test and the manager of one hinted that such an examination should be made with special reference to phthisis, eyesight and lead poisoning.

Canteens.

No canteens are provided by any of the employers. As already mentioned, there are two tiffin rooms at the Government of India Press. The workers rightly raise the objection that although the rooms, water and light are supplied *gratis* to the caterers, yet the prices of articles are not below the market rates.

Educational facilities.

No educational facilities are extended to the adult workers or their children by any of the presses.

Grain Shops.

Two of the presses have their own grain shops where some articles like tea, wheat, rice and cloth are available. The general prices compare favourably with those in the market. The workers of the third press have, however,

a different tale to narrate. Two years ago, Rs. 10,000 were sanctioned for opening a grain shop in the press and the employees were also granted an advance of one month's pay or Rs. 100/- whichever was less, for the purpose of purchasing the commodities from the said shop on cash payment, but the proposal never materialised.

Co-operative Thrift Societies.

To encourage thrift among workers, cooperative thrift societies have been formed at two of the presses ; 20 per cent. of the workers in one press and 90 per cent. in the other are members of these societies. A compulsory deposit ranging from 4 annas to 8 annas, according to pay, has to be made every month. Only 75 per cent. of a man's saving can be withdrawn as a loan, 6½ per cent. interest per annum being charged on it.

Trade Unions and Works Committees.

At the Government Press only, there is a union of industrial workers. It was formed on the 5th December 1942 and registered under Punjab Act XVI of 1926 on the 8th April 1943. The membership stands at 272. The monthly subscription is one anna per head for employees drawing upto Rs. 75 and 2 annas per head for those who draw more than Rs. 75 per mensem. The union was recognised by the Government of India on the 31st July 1943. In its brief span of a couple of years' existence, the union has been up and doing. That most of its endeavours were concentrated on the submission of memorials is summed up by its honorary general secretary in his report for 1942-44 : " Heavy demands by all the branches of the press are being made on the Union by daily sending.....a big list of grievances for submission to the higher authorities.....", but, as he himself admits, " so far not even one of our endeavours regarding allowances, house rent, increase in pay, casual leave to new entrants, etc., has met with any success.....".

As referred to above, there is also a works committee but the general body of workers are not satisfied with it. They believe that it undermines the activities of the union. It is alleged that some prominent member of the ministerial staff manages to get his puppets into it and keeps everybody under his thumb.

Labour Acts.

All the presses observe the provisions of the Electricity, Payment of Wages and Workmen's Compensation Acts. The workers, however, complain that the Acts have never been explained to them, though extracts are, of course, duly posted. Twenty minor cases of accidents occurred in 1913 and compensation amounting to Rs. 142 was paid to 5 persons. From the factory inspection notes, it was found that nothing very significant has been pointed out.

Pensions and Provident Fund.

One of the presses does not make any provisions about provident fund, pension or gratuity. In another, gratuity is allowed. The third extends the benefits of contributory provident fund for non-pensionable posts ; even the employees holding pensionable posts can, if they choose, join it. This fund is administered in accordance with the provisions of the Presses Handbook and pensions are governed by the Civil Service Rules.

Housing.

The housing facilities provided by the employers are almost negligible. One press houses one of its 13 workers in an out-house attached to the press building. Another press houses a very small fraction (less than 5 per cent) of its workers on the ground floor of four blocks of houses, each tenement comprising one living room, 10 ft. X 10 ft., a store room, a mixed bath and kitchen and a latrine. The entrance to two such tenements is common. They are fitted with electricity but there are only two taps for all the four blocks which house 62 families. Drainage and ventilation are unsatisfactory. The rent charged is subject to a maximum of 10 per cent of pay and these tenements are situated at a distance of $1\frac{1}{2}$ miles from the press itself. I and my staff examined 19 tenements which accommodated 38 male adults, 31 female adults and 19 children. The density of occupancy came to 4.6 persons per 100 sq. ft.

The enquiry into the condition of private houses occupied by workers covered 60 households occupying 51 dwellings. Table XXXII shows the number and percentage distribution of dwellings according to the number of rooms comprised in them. It reveals the predominance of one-room dwellings which account for 57 per cent. of the total.

TABLE XXXII.
Showing number and size of dwellings.

Size	Number of dwellings.	Percentage of total.
One room	29	57.0
Two rooms	13	25.5
Three rooms	8	15.5
Four rooms	1	2.0
Total ..	51	100

The total number of habitable rooms comprised in the 51 dwellings surveyed was 83 with 274 occupants, of whom 78 were children below the age of 9 and 196 adults of both sexes. The density of occupancy was 3.3 persons per room of an average area of 100 square feet. In the table showing the density of occupancy, the existence of heavy congestion in one-room dwellings is apparent. As dwellings become larger, the density of occupancy shows a decline; in two-room and larger-sized dwellings, density is below the general average.

TABLE XXXIII.
Showing density of occupancy in dwellings of different sizes.

Size of dwellings.	Number of dwellings.	Number of rooms.	Number of occupants	Density of occupancy
One room	29	29	132	4.6
Two rooms	13	26	71	2.7
Three rooms	8	24	63	2.6
Four rooms	1	4	8	2.0
Total ..	51	83	274	3.3

The incidence of congestion in one-room dwellings is further emphasised by table XXXIV. It shows that 48 per cent. of the inhabitants were living under conditions of acute congestion. One room dwellings which constituted 57 per cent of all the dwellings contained only 35 per cent of habitable rooms and accommodated 48 per cent. of occupants.

TABLE XXXIV.

Showing percentage distribution of habitable rooms and occupants in dwellings of different sizes.

Size of dwellings.						Percentage of habitable rooms to total no. of rooms.	Percentage of occupants to total.
One room	..	..	..	..	..	35.0	48
Two rooms	..	..	..	..	..	31.3	26
Three rooms	..	..	..	..	..	28.9	23
Four rooms	..	..	..	..	..	4.8	3
Total						100	100

In dwellings of larger size, the percentage of occupants is less than the percentage of rooms therein. It appears that the mere existence of one-room dwellings is greatly responsible for congestion for, owing to scarcity of housing or adverse economic conditions, people have to put up in them irrespective of the size of their families. If the construction of one-room dwellings or the subdivision of larger ones into one-room dwellings by partitioning were prohibited by law and a minimum provision of two rooms enforced, it is likely that the heavy density of occupancy may be mitigated to some extent.

Tables XXXV (a) and XXXV (b) indicate the existence of amenities other than habitable rooms, in the dwellings surveyed :—

TABLE XXXV (a)

Subsidiary rooms				Verandah.		Courtyard.		Kitchen.	
Number of rooms.		Number of dwellings.		With	With-out.	With	With-out.	With	With-out.
All dwellings	..	10	8	2	49	..	51	36	15
One room dwellings	..	5	4	..	29	..	29	18	11
Two room dwellings	..	3	3	..	13	..	13	10	3

TABLE XXXV (b)

	Bath room.		Latrine.		Water Supply.		Electri- city.		Drainage.		Venti- lation.		
	With.	With out.	With.	With out.	With.	With- out.	With- out.	With- out.	With.	With- out.	With.	With- out.	
All dwellings	..	21	30	38	13	1	50	24	27	3	48	10	41
One room dwellings	.	4	25	20	9	..	29	9	20	..	29	1	28
Two room dwellings		8	5	10	3	1	12	8	5	2	11	4	9

Less than 16 per cent dwellings had a subsidiary room. Fortunately, the majority of such rooms were found in one-room and two-room dwellings, though even here the amenity was not enjoyed by more than 14 per cent and 25 per cent. respectively. Verandahs were conspicuous by their absence. Two dwellings alone, out of 51, had verandahs. As regards courtyards, not a single dwelling had it. This is apparently due to the climatic conditions in Simla which make the provision of courtyards superfluous.

Nearly 30 per cent of dwellings—nearly all one-roomed and two-roomed—had no independent kitchens. Conditions of habitation in such dwellings can easily be imagined than described.

There were no bath rooms in almost 60 per cent of the dwellings, all of which were either one-roomed or two-roomed. Private and independent latrines were enjoyed by about 75 per cent of the dwellings. Those which did not have latrines were principally one-roomed and two-roomed.

In the matter of water supply the conditions were equally unsatisfactory. One two-roomed dwelling only, out of 51 covered by the enquiry, had water laid in it; 47 per cent. had electric connections; 69 per cent. in one-room and 38 per cent. in two-room dwellings. In a majority of cases, drainage and ventilation were unsatisfactory, particularly in smaller houses.

On the whole, the survey of housing presents a dismal picture.

PART II.

DELHI.

Employment.

There were 22 regulated and 162 unregulated presses in Delhi towards the end of 1943. Of these, 16 regulated and 9 unregulated units were sampled for an *ad hoc* survey of the conditions of labour employed therein. The total number of workers employed in all printing presses was about 4,000, the two government presses (Government of India and Private Secretary to the Viceroy's) accounting for 544 and 39 workers respectively. Out of these workers, the sampled units, regulated as well as unregulated, comprised 1,674, that is, 41.9 per cent of the aggregate. The figures of employment in the sampled units are given as under :—

TABLE XXXVI.

Date.	August 1939.		January 1944.	
	Number.	Percentage to total.	Number.	Percentage to total.
Piece-rate workers	238	15.87	180	10.75
Time-rate workers	1,262	84.13	1,494	89.25
Total	1,500	100.00	1,674	100.00

The statistical data in respect of employment for January 1944 were handy at all the presses, and were reproduced from the attendance registers or service cards. But the figures for August 1939 were slightly incomplete as the number of workers employed in 4 presses could not be obtained. Their strength in the year 1944 was therefore substituted and the total thus reached 1,500. Two presses, one regulated and one unregulated, came into existence after 1939. Their strength was not therefore recorded. The analysis of the data reveals a 10.6 per cent expansion in the industry. The strength in some

presses has fallen, but it is more than offset by an increase in others. The only regulated sampled press whose employment figures remained unassailed is the Private Secretary to the Viceroy's Press.

A wellnigh axiomatic conclusion to which one is irresistibly driven is that the proportion of piece-rate workers in the printing industry is very small as compared with time-rate workers. The War has, to all appearances, furthered this tendency. From 15.86 percent in 1939, the piece-workers have dwindled to 10.75 percent of the total number in 1943, a clear fall of 5.1 percent. This is easy to explain. The work was formerly of an uncertain nature, busy time was punctuated by intervals of no-work or slack periods, and employers naturally felt a little hesitant to fix emoluments on a time basis. But, regularity of work is, more or less, assured by an increase in demand for printing work due to war and emoluments are worked out more on the basis of 'time' than 'piece'.

Fifteen children less than 13 years old were employed in different presses in 1944. Two were detected in the sampled units by my investigating staff and the remaining have been reported by the Inspector of Factories. They work along with adults for the entire working day and are even administered corporal punishment. My supervisor was an eye-witness to one such incident. An interesting point is that the children always exaggerate their age, tutored of course by their guardians and bosses. They are pushed to the press portals by economic circumstances.

Printing is essentially a masculine industry, woman labour being conspicuous by its absence.

Recruitment.

New hands may come with their friends already employed in a press or they may offer themselves for employment at the press gate. Suitable persons may be placed on waiting lists in order of merit and posts may be offered as and when vacancies arise. Recourse is not infrequently had to advertisement through papers, posters, hand-bills, and notices. This procedure is particularly adopted by newspaper presses. For more skilled jobs, internal promotions are given. The Delhi Employment Exchange too has been of some help in this respect. Sometimes a few responsible persons who wield influence in other presses are held out the luring bait that, if they succeed in roping in workers from other places, they will be given a commission. One press granted Rs. 5 to Rs. 15 per head as commission to those who brought in workers from other concerns. The Private Secretary to the Viceroy's Press usually gets its complement of workers through the Government of India presses. It must be remembered that appointments in government presses are made subject to communal ratios. How far this has satisfied the minority communities is a moot point. I heard complaints wherever I went, but I was not in a position to go into the merits of different cases.

Contract Labour.

Contract labour is a rare phenomenon but it is not altogether extinct. Three occupations are affected by it—composition, machinemanship and binding.

Labour Officer.

There is not a single press which may have appointed a labour officer, neither is there any other agency for the recruitment of labour. In the

absence of a labour officer, I heard complaints from various workers, especially in government presses. Here, again, it was not possible for me to go into the merits of each case and find out how far the allegations of workers against their superiors were correct.

Length of Service.

Out of 16 regulated sampled units, only 9 had reliable character rolls or service cards. One press had partial records, and the rest gave length of service from memory only. But the latter figures were not far divorced from truth, because both the employers and employees in every press visited by my staff were approached in this connection. For one press, figures were not at all available. The following figures are given in respect of service of 1,398 workers.

TABLE XXXVII.

Length of service.							Number of of workers.	Percentage to total.
Below 1 year	..	..	..	..	..	..	301	21.5
Between 1 and 5 years	..	..	..	..	..	..	371	26.5
Between 5 and 10 years	..	..	..	..	..	..	286	20.5
Over 10 years	..	..	..	..	..	..	440	31.5
Total							1,398	100.0

The biggest group comprises those workers whose service is over 10 years, the figures in respect of government presses being mainly responsible for it. Conditions in government presses are decidedly better than those that prevail elsewhere and these must not be taken as representative of the conditions of the industry as a whole. There is a considerable amount of dissatisfaction, even in government presses, especially in the lower grades of workers.

Turnover.

The figures were available in respect of 9 printing presses only and these have been tabulated below :—

TABLE XXXVIII.

Year.	Average daily number of workers.	Permanent.			Temporary.			Rate of turnover	
		Retire- ment.	Dis- missal.	Volun- tary quits.	Retire- ment.	Dis- missal.	Volun- tary quits.	Total	(%).
1939	966	16	0	1	0	19	103	139	14.4
1943	1,416	13	2	1	0	20	234	270	19.1

In 1943, the turnover was 19.1 percent or 4.7 percent higher than the rate for 1939. Workers have a chance to retire after the age of 55 only in government presses. Dismissals are not very many either : 19 in 1939 and 22 in 1943, less than 2 percent. It is voluntary departure that really looms large in turnover ; from 10.7 percent in 1939 it shot up to 16.7 percent in 1943, a rise of 6 percent. The main cause is the creation of new

jobs in the trade and outside it. When there is a pressure of work, presses offer tempting remunerations and labour is forcefully attracted to them. After the rush is over, there is a *volte face*. There are cases where the same workers have joined and left a press more than once.

Absenteeism.

Absenteeism figures for 1939 were available from 9 presses only. At two presses, figures were available for 8 to 11 months and the same have been proportionately raised to get a comparative picture.

TABLE XXXIX.

Year.	1939.	1943
Average daily number of workers	931	1,739
Total absences (days)	25,859	38,290
Absence per head (days)	27·8	22·0

The table indicates that absenteeism has dropped by 5.8 days per head. A worker absents himself for 3¼th of a month every year. The prices of articles have gone up considerably and people are struggling hard to make both ends meet. They work as far as they can, even though it be at the expense of their health. And when a worker does absent himself, it may be due to his own illness or that of a member of the family, religious and social ceremonies and a consequent visit to his native place.

At the Government of India Press, a searching inquiry into leave applications of 107 or 18.9 percent of the workers for 1943-44 revealed the following salient points :—

TABLE XL.

Serial Number.	Causes of absenteeism.	Total absences.	% of total absenteeism.
1	Own sickness	1,999	57·2
2	Others' sickness	555	15·9
3	Social and religious	278	8·0
4	Returning to native places	202	5·8
5	Miscellaneous	457	13·1
Total ..		3,491	100·0

Sickness is the root cause. It accounts for 73.1 percent or three fourths of total absenteeism. It is noteworthy that home-sickness is not negligible either. It is responsible for 5.8 percent of the total absences. Next in importance come rites and rituals, both social and religious. Effective and better medical facilities, provision of suitable quarters and regularity allowances may bring down the present high rate of absenteeism.

Temporary and Permanent Workers.

For the sake of distinction between temporary and permanent workers, the presses can be grouped as under :—

(i) Government Presses. Like all other Government servants, permanent hands here are entitled to leave as given in para. 44 of the Government of India Presses Handbook. They are also eligible to the benefits of contributory provident fund, pension and gratuity under the rules.

(ii) In one press, permanent workers are those who contribute towards the provident fund and earn annual increments. The temporary hands are not entitled to these privileges.

(iii) In two presses, the distinguishing feature is the right to contribute to provident fund only.

(iv) Barring the presses referred to above, the others treat all their employees alike. Nominally, there is a difference in the notices of termination of service for both the classes, but it does not hold in actual practice. 53.3 percent of the workers in the sampled units were permanent hands, the remaining 46.7 percent were temporary.

Apprenticeship.

Apprenticeship does not at all obtain in the printing industry. Two forces are responsible for it. First, war inflated conditions have set a premium even on juvenile labour and, secondly, the press owners know to their cost that, if training is imparted, there is no guarantee that the trainees after completing their course will stay and repay the expenses incurred on them.

Promotion.

Most of the government servants are on time scale as detailed in para 11 of the Government of India Presses Handbook, but the grades are far from satisfactory, e.g., a certain grade may come to a standstill much before the next grade starts. There are specific grades in two private presses. So far as the other presses are concerned, there is no regular system of graded or time-scale promotion. No doubt, war has set in motion peculiar forces. The labour force is on a constant look-out for higher wages. If, however, an employer gets this information in time about any particular worker, he endeavours hard to keep him there by offering higher wages. But this is absolutely discretionary and no fixed rules are laid down for the purpose.

Wages and Earnings.

The wage rates of workers in government presses are determined by the Government of India Presses Handbook.* One private press has its own specific rates, but these are not according to occupations. So far as the other presses are concerned, no detailed wage rates are elaborated. Each case is decided on its own merits.

Since 1939, no change in basic wages has occurred in four presses, except that the basic scale of copyholders in one was raised from Rs. 35 to Rs. 41 per month as a result of a strike in January 1944. In the remaining presses, basic wages have undergone considerable upheavals. The rise has been from Rs. 6 to Rs. 50 and, in a few cases, up to even 150 per cent.

It is significant that workers, while working on contract, work harder and earn more than when they are employed on a time basis. At one press some Hindi and Mabratti compositors were switched on to contract in April 1944. A conspicuous rise was registered as the following figures will show :—

* Pp. 10 to 12 and 35 to 38.

TABLE XLI.

Press Number.	March 1944			April 1944			Increase.						
	Monthly earnings as time- rate wor- kers.			Monthly earnings while working on contract.			Actual.	%					
	Rs.	As.	P.	Rs.	As.	P.	Rs.	As.	P.				
1	47	3	6	52	5	3	5	1	9	10.3			
2	52	0	0	60	6	0	8	6	0	16.1			
3	46	9	7	56	0	0	9	0	5	20.2			
4	57	0	0	61	9	6	4	9	6	8.1			
5	48	0	0	52	5	6	4	5	0	9.0			
Total			..	250	13	1	282	9	9	31	12	8	12.9

The increase is from Rs. 4½ to Rs. 9½ i.e., 8 per cent. to 20.2 per cent. in individual cases and 12.9 per cent. on an average.

The underlying principle for fixation of wages is or should primarily be efficiency or productivity. Very often than not, the forces that influence the determination of wages are trials and tests, previous experience and wages, market and individual press conditions and even the whims of the employers.

Allowances.—The general inflationary conditions have necessitated revision in scales of pay and introduction of allowances, bonuses, etc. Gratuities, it may be noted, have nowhere been allowed, but all, except two presses, give dearness allowance. On the basis of dearness allowance, the presses can be split up into 2 classes :—

(a) Those which have granted allowances without altering basic wages. These are four in number. Naturally, here, the margin of concession is very large, i.e. 33½ per cent.

(b) Those which have raised basic wages and have also given allowances. These are 12 in number.

Dearness allowance, which goes up to 50 per cent. in some units, is calculated in different ways. One press gives allowance subject to a minimum attendance of 15 days in a month, and two others make deductions for absences. The rules vary in other presses.

Only 3 presses have declared bonuses so far. One of these has given 6½ months' wages as bonus since the outbreak of war. Two others gave one month's wages as bonus in 1943 and they hoped to continue this system thereafter. In some presses, workers are even kept on false promises.

Two presses have introduced a 'regularity allowance' i.e., a worker, who is regular and punctual for all the working days of a month, is entitled to it. The rates oscillate between Rs. 5 and Rs. 10 per mensem, as given below :—

- 1st press (Rs. 5 : upto a monthly wage of Rs. 75.
(Rs. 10 : more than a monthly wage of Rs. 75.
- 2nd press (Rs. 7½ : upto a monthly wage of Rs. 49.
(Rs. 10½ : over a monthly wage of Rs. 49.

A person who absents himself even for a single day forfeits it.

For night overtime workers in some presses, there are two other allowances of two annas and eight annas for tea and meals respectively. One press doles out 'inams' (rewards) which go up to a maximum of Rs. 5 per worker per month.

One thing worthy of note is that the present allowances were not granted all at once. They are the result of several revisions, in certain cases as many as seven. The first two years of war did not witness the introduction of allowances. It was only in the third year that matters came to a crisis and employers found that they could not resist the demand of workers any more. All allowances are temporary and are liable to be decreased or withdrawn after the price level exhibits a downward trend.

Overtime.—Leaving aside 3 presses, overtime work is the rule at all other places. It is due to four reasons :—

- (i) machines and printing material are not freely importable,
- (ii) there is a tremendous increase of military and semi-military work,
- (iii) labour shortage has become acute, and
- (iv) the workers are hard hit by unprecedented inflation and are keen to supplement their paltry incomes.

Overtime is calculated at different rates. On Sundays and gazetted holidays, the rates are 50 per cent. and 25 per cent. respectively more than the usual pay rates in one press. In another press, no overtime is paid for. Employess, who are occasionally required to work extra hours, are allowed an equivalent time off. The regulated presses are expected to pay according to the provisions of the Factories Act. But very few have any respect for the law. Half an hour's overtime is seldom considered. Overtime is recorded either in separate columns of attendance registers or in altogether separate sheets. Sometimes, only the total number of hours is shown. Two presses make a weekly payment of overtime and all the others disburse them monthly. Accounts are always open to inspection. Where card system is prevalent, the labourers keep the same with them. Press owners assert that overtime is entirely optional, but there is evidence to show that even those, who are ill, are compelled to work. One worker put in as much as 152 hours' work in one press in one month. There is only one extenuating factor in respect of overtime. Most of the workers are eager to add to their ordinary meagre earnings while the employers are anxious to rush through or expedite work. Thus, mutual consent and common interests perpetuate this institution.

Deductions and Fines.—Deductions and fines no longer find favour with the employers. Only one unit continues this practice. Nominal fines are still imposed here and these are offset against medical expenses which are exclusively meant for the benefit of workers. No records are maintained. The Government of India Press has abolished fines and a previous balance of Rs. 109-15-6 is utilised for the benefit of the employees in cases of hardship.

Apart from this, workers complain that punitive deductions are made for slight delays, e.g. five minutes' delay is regarded in one press as equivalent to one hour. The cashier notes the amount in pencil and subtracts it on the pay day. Signatures, nevertheless, are taken for the full amount.

Payment of wages.—Excepting contract labour, whose dues are squared on completion of work, the wage period for all others is the calendar month and payments are disbursed within the first week of the following month. Casual labour is paid daily. Some workers complained that portions of their wages are held back with a view to restricting the freedom of their movement.

Closed days.

Apart from 52 weekly closed days, there are 3 to 13 festival holidays. Some of the presses give off-days by rotation. In certain cases, closed days are criminally dropped and workers are supposed to put in overtime.

The government presses grant rather liberal privilege, casual and medical leave as per Service Rules. Only one other press allows 15 days' medical leave.

Working Hours.

Seven presses work multiple shifts. The time of commencement and ending vary from place to place, but, generally, working hours include rest interval of an hour in the daytime and half an hour at night. Some night shifts have no intervals. Three presses have overlapping shifts.

Workers are placed in different shifts by turn and some of them thus get an opportunity to work in more than one press on one and the same day. As there is a shortage of labour in the printing industry at Delhi, the employers do not take any notice of it even when they know that a worker works at different presses.

Working conditions.

In respect of working conditions, the presses can be safely put into 3 categories : four are good, 8 satisfactory and 4 hopeless. To the first group belong the Government and two newspaper presses. In one of them, the arrangement of ventilators, skylights and windows is excellent, though there is some congestion in certain branches due to increase in the staff. The building has reinforced cement flooring. *Khas tatties* and fans are provided in some sections during summer as a protection against heat. Eight big regulated presses fall within the second category. Here, though lighting and ventilation are adequate, congestion is simply awful. Crowding is present in lino, mono and reading departments, the last one being just a passage in one of these presses. Waste material and papers are spread over here and there. Fans are not sufficient, especially so in mono and lino sections. No suction pumps or exhaust fans are provided for the outlet of lead fumes which copiously issue from the melting pot, left ordinarily uncovered. Even the windows adjoining the machines are sometimes slammed.

The remaining four presses are aggressively repulsive. The ventilation is exceedingly defective. There is only one entrance and the back rooms are always dark, dingy, muggy, or stuffy. Natural light is highly unsatisfactory and artificial lights too are sparingly used, probably because bulbs are not easily and cheaply available. Customarily, *Diwali* is the time for white-washing but, I regret to say, that, even after *Diwali*, the conditions in these presses were as miserable as before. Walls are all covered with dust, dirt, soot, smoke and cobwebs. In some lithotype presses, fires are lighted within the buildings.

There are no seating arrangements for the workers. Only a handful of compositors have high stools. Binders invariably sit on floor in a squatting posture.

No shelters are provided for employees during rest intervals. They often keep sitting, lying or chatting in their seats during rest hours. Some move out in the adjacent bazars and thus relax themselves.

The hygienic sense is likewise deplorably undeveloped in workers and even most of the employers. Flooring in most of the presses is littered over with grease, waste-material, pieces of paper, etc.

Welfare Activities.

There are four presses which have only earthen pitchers or galvanised sheet containers and the rest have 52 taps in all of, one tap for every 30 persons. It is not very bad, particularly when one finds that, for different communities, separate earthen pitchers and goblets are usually placed in the presses. For supplying cool water in summer, there is no special provision. Some presses claim to have provided ice, but it is only once in a blue moon. People mostly drink from the same mug or tumbler. Bathing facilities do not exist, and washing arrangements are extremely poor. Ordinary country soap, turpentine, or kerosine oil, *sajji* lotion or soda are supplied for use in the presses but even their supplies are not quite regular and adequate. Towels and aprons are unheard of. Nail brushes are nowhere given.

The total number of latrines in regulated presses is adequate but they are deplorably dirty. With the exception of two or three big presses, which have engaged full time sweepers, all others have only part time sweepers who come once or twice a day. In the presses where latrines are nonflush, there are no pans. In a majority of cases, latrines are within the factory building.

Urinals, it appears, are not deemed to be necessary. 6 out of 16 presses or 37.5 per cent. have no urinals. People unhesitatingly spread nuisance in open streets.

Medical facilities.—From the viewpoint of medical facilities, this industry is a great sufferer. There was only one press which had its dispensary under a qualified doctor, who used to work for four hours daily on Rs. 60 p.m. He left in October 1944 and there is none at present to attend to the ailing workers. Medicines were given free and the daily attendance was between 10 and 15. The complaint in this press today is that, even when ill, workers are forced to work and, if they propose to leave, they are threatened that they will be handed over to the police. The Resident Medical Officer of Irwin Hospital visits the Government of India Press for an hour every other day. The workers have free access to him at the Irwin Hospital. In addition, he treats 30 to 40 cases during his visits to the press. It is estimated that at least 20 per cent. of the cases suffer from malaria alone. There have been two cases of gradual deterioration of eyesight which, according to the workers, should be looked upon as an occupational disease. Only two cases of lead poisoning have been reported in the last 10 years, possibly because the workers live in blissful ignorance of its symptoms.

The Viceregal 'dispensary-cum-hospital' attends to all viceregal employees. An I.M.S. Officer is in charge of it. No periodical examination of workers is held and there has been no case of lead-poisoning. Four presses have made their part-time private arrangements, but they are far from the press premises. There are no doctors on the premises and only such cases are attended to as are fairly serious. Another press possesses a 'Unani' dispensary. The proprietor is a famous *hakim*. He himself treats his workers and their families. Medicines are administered *gratis*. Most of the ailments, he observes, are of an ordinary type; malaria, cold, cough, etc., which are the creation of malnutrition and deficient diet. Except these presses, there is none that has any medical arrangements at all. Some of the presses do not keep even first-aid accessories. Where first-aid boxes are kept, there is sometimes not a single qualified person to attend to the employees.

Canteens.—Most of the workers take their meals in the morning before going for work. Others bring their meals with them or eat at bakeries nearby. At the Government of India Press, there are 3 restaurants which are run by private caterers. Supplies are given at market rates. The Private Secretary to the Viceroy's Press has a tuck shop which provides tea and light refreshments. It is run by an outside caterer authorised by the Military Secretary and its articles are subjected to tests by a doctor. Prices are unbridled. Tea is given free of cost at one of the presses and another provides tea at half an anna per cup and biscuits at one pice each. It is very much below the market rate and the loss thus incurred is sustained by the employer.

Education.—Though, in clause 3(b) of the Rules and Regulations of the Delhi Printers Association, it is laid down that one of its aims is 'to encourage technical education and efficient craftsmanship in the industry, no practical steps have been taken in this direction. No facilities are available for the education of adult workers and their children.

Provision Shops.—Only two presses have their own shops. One has a co-operative store which sells wheat and flour at lower-than-market rates to employees getting a monthly wage of less than Rs. 40. The other supplies rice, wheat, flour, sugar, mustard oil, pulses, tea, and salt at 25 per cent. to 33 per cent. below market prices to all workers irrespective of their emoluments.

Trade Unions and Works Committees.

Apart from the Printers' Association which is supposed to "cultivate good relations with labour in the mutual interests of employers and employees and to co-operate with the accredited representatives of employees or combinations of employees on all matters affecting the general and common interests of the industry", the Government Press Workers' Union, the membership of which is open to all employees who are required to pay a monthly subscription ranging from one anna to four annas, there is a general Press Workers' Union. Its membership is about 1,000, i.e., 25 per cent. of the total number of workers in the industry. The subscription is one anna a month but it is serving no useful purpose. There is a works committee at the Government of India Press. It consists of six men who are annually elected by occupational constituencies. Monthly meetings are held with the manager as chairman and matters relating to general welfare and working conditions are discussed. As far as my information goes, the works committee serves no useful purpose. The members dare not take up a case boldly as they know that they deal with their own superior officer who can easily make or mar their career.

Strikes.

Strikes have not been very many, not because labour is quite content but because it is disgustingly unorganised. In all, 14 strikes took place during the last fifteen years. Out of these, 6 occurred in one press alone in 1932 for wrongful dismissals. The management won. A strike occurred at another press on the appointment of a new foreman over the head of an old one. It involved six men who had to quit. A third press yielded to one-hour strike for a rise in wages. Both the strikes at a fourth press organised for increase in allowances ended in a victory for the strikers. A strike which aimed at an increase of allowance from 10 per cent. to 25 per cent. in a fifth press ended in smoke. There have been 3 strikes at a sixth press. One occurred in December 1942 for allowances. It failed. Another strike occurred in January 1943 for revision of the basic wages of copyholders from Rs. 35 to Rs. 41. It was a success. These two jointly entailed 3 days. The third strike lasted for 23 days from the 22nd September 1944 to the 14th October 1944 for fifteen minutes every day. The matter is still under consideration. Lock-outs are not known to the industry.

Legislative Enactments.

The regulated presses observe the Electricity, Payment of Wages and Workmen's Compensation Acts and, generally, their abstracts are put up on the notice boards but these are not always meant to be read, understood and observed.

The files of the Inspector of Factories disclose irregularities of presses in matters of weekly close days, overtime, fire extinguishers and first-aid requirements. But one wonders why no effective legal action is taken against the defaulters. The inspection of presses is inadequate and the Inspectors of Factories do not or cannot take their duties zealously and enthusiastically. There have been two cases of eyesight deterioration and two of lead poisoning in the last 10 years. There is no provision of medical facilities for their treatment.

Accidents.

There were four accidents in the sampled units in 1943 for which a compensation of Rs. 977-5-0 was paid. One of these accidents proved fatal. A labourer caught fire and succumbed to burns and singes, and another labourer lost his right hand which was crushed and amputated. Other accidents were of a minor nature such as finger bruises, etc. But it may be remembered that many grievous accidents go unrecorded and unpaid for; e.g., a mono operator at one press showed me his waist which bore a big scar of a healed burn for which he received no compensation. For simple injuries, absences with pay are permitted in some presses.

Provident fund.

Some of the employees of government presses are covered by civil service rules with benefits of pension after retirement. Provident fund benefits are enjoyed by permanent members of the Municipal Press staff which is guided by Rule No. XVI of the Municipality. A. Code. One press allows provident fund benefits to those who have put in one year's service after confirmation, whereas another extends this privilege after 6 months' service. The contributions are 6½ per cent. and 10 per cent. at these presses respectively. Every year of completed service entitles an employee to 1/10th of the amount standing to his credit.

Unregulated Presses.

Apart from regulated presses, which come under the Factories Act, the city is blistered with as many as 162 small unregulated presses. With a view to having a comparative idea of the labour conditions, a sample of 9 presses was taken for an *ad hoc* survey. Since one had sprung into existence only a few months before the inquiry and three others could not furnish authentic records for 1939, the requisite information about employment for that year could not be obtained. Nevertheless the figures for 1944 which were readily and reliably available show that the total strength of the sampled unregulated units stood at 168 (18.6 employees per press) of whom 20 or only 11.9 per cent. were piece-rate workers. The relations between the employers and employees were direct and personal. Woman labour did not appear in the picture at all, but juveniles were not rare. In one of the samples, at least, two children of very tender age were found at work.

One of the sampled units regretted its inability to give any information regarding the length or service of its workers. The proprietors of the remaining eight presses gave the following figures from their memory :—

TABLE XLII.

Length of service in years.		0-1		1-6		5-10		Over 10		
		Number.	%	Number	%	Number	%	Number	%	
Frequencies	..	..	83	79.0	9	8.6	7	6.7	6	5.7

One unmistakably finds that those whose service was less than one year loom largest, viz. 79 per cent.

The distinction between 'temporary' and 'permanent' is purely arbitrary in unregulated units. Those who appear to stay for some time are stated to be permanent though no special privileges are extended to them. In actual practice, all are treated alike; even a notice of termination of service is not deemed necessary. Their services can be dispensed with at any time.

None of the 'samples could render any trustworthy account of turnover. But from the length of service statistics, it becomes crystal clear that turnover, especially by voluntary quits, is simply alarming.

Absenteeism as worked out on the basis of figures available at two of the sampled presses is tabulated below :—

TABLE XLIII.

Year.	1939.	1943.
Average daily number of workers	27	33
Total absences (days)	989	2,046
Absences per head (days)	36.6	62

The annual increase by 25.4 days per head is not necessarily due to absences, pure and simple ; rather it is alleged to be inextricably mixed up with turnover. More often than not, some regular employees of one press absent themselves and go to another press in ready response to a higher remuneration for some urgent odd work and return to the former immediately after the particular work is over.

Recruitment does not require a considerable effort on the part of the management. As soon as there is any need, workers already in service are asked to bring in suitable hands. The relations between the parties are generally personal and cordial. All sorts of difficulties and complaints are brought direct to the proprietors who attend to them personally. Generally speaking, no wage rates are laid down ; each case is decided on its own merits. Mutual bargaining, coupled with experience and the degree of intensity of demand, help to strike and determine wages. At none of the sampled presses wages have remained unchanged. Invariably, basic wages have risen in sympathy with movements of prices by 50 per cent. to 150 per cent. All but one have granted dearness allowances as well. Only two presses gave a bonus of two months' pay to those who had at least two years' service to their credit. Overtime is a common phenomenon. It is carried on by tacit consent of both sides. Ordinarily no separate registers are maintained for recording overtime, payment for which is made at a flat rate every evening.

Apart from a few religious festivals and weekly close days, which the presses along with other shops are required to observe under the Trade Employees Act, no other leave—privilege, casual or medical—is allowed.

Wage period is generally a calendar month and payments are disbursed within ten days of the following month. But, usually, the employees draw advances which sometimes exhaust the whole wages. Facilities in the shape of air conditioning arrangements, cool water in summer for drinking purpose, grain shops or canteens, dispensaries or hospitals, education allowances or housing provision, are simply unknown to the unregulated presses. It was rather an unpleasant surprise to ascertain that two of them had no water arrangements whatever. There was one tap each in only four of the presses and the rest had kept earthen pitchers which for months together did not seem to have been cleaned. Four of the presses possessed one latrine each, the others had made no provision in this respect. There was a solitary urinal in one press, but even that was awfully dirty. The buildings in which the presses are housed are old in most of the cases. Lighting and ventilation, natural as well as artificial, are inadequate. In respect of whitewashing, the management would say point-blank that, though it was overdue, yet the landlords would not undertake it.

Trade unionism and strikes are unheard of. The units are very small and, if there is any difference, a compromise is arrived at or the complainant quietly quits the premises to try his luck elsewhere. Compensations are equally unknown. Provident fund or pension schemes and gratuities are noticeably absent.

Analysis of Wages and Earnings.

Data of wages and earnings were collected in respect of 1943 workers, employed in the sampled units, *regulated and unregulated*. The number constitutes 89.19 per cent. of the total employed in the establishments surveyed. The following table shows the average monthly basic wages and net earnings

(including allowances) in 11 principal occupations of the sampled units. The total number of workers employed in these occupations was 1,125 or 67.2 per cent. of the total number employed in the establishments covered and 75.34 per cent. of the number whose data were obtained. But, very wide variations were noticeable in the wages and earnings in the same occupation in different establishments and also in the same establishments, and the table at appendix III gives further details of the position in individual establishments to show the wide variations in rates.

TABLE XLIV.

Showing average monthly wages and earnings in 11 selected occupations in the 25 sampled presses, both regulated and unregulated.

Serial Number.	Occupation.	Basic monthly wages.			Net monthly earnings (including allowances).		
		Rs.	As.	P.	Rs.	As.	P.
1	Compositors	44	11	6	63	4	6
2	Machinemen	39	13	10	56	3	0
3	Binders	24	9	3	45	9	9
4	Readers	93	11	4	125	11	9
5	Inkers	19	1	11	29	5	3
6	Lino Operators	94	6	1	132	11	6
7	Copyholders	35	14	10	53	3	9
8	Paper feeders	27	5	5	34	7	2
9	Distributors	26	13	4	41	7	11
10	Foremen	56	1	2	70	7	5
11	Pressmen	30	10	3	34	13	2

The following table shows the number of persons employed in the selected occupations in the 25 regulated and unregulated presses and percentage of samples of workers taken from each. The basic wages and net earnings given in table XLIV are the averages of the samples taken :—

TABLE XLV.

Serial Number.	Occupation.	Total number of workers.	Number of workers in the sample.	Size of sample expressed as percentage of the total number of workers.
1	Compositors	376	150	39.89
2	Machinemen	168	93	55.36
3	Binders	180	70	38.89
4	Readers	77	48	62.34
5	Inkers	85	42	49.41
6	Lino Operators	61	42	68.85
7	Copyholders	60	25	41.67
8	Paper feeders	55	29	52.73
9	Distributors	35	21	60.00
10	Foremen	16	14	87.50
11	Pressmen	12	11	91.67
Total		1,125	545	48.4

Civil Condition.

The enquiry covered 425 workers selected at random from the 25 sampled presses, regulated as well as unregulated. Out of these, 311 or just over 73 per cent. were literate and the remaining 114 illiterate. This relatively high proportion of literacy is to be expected as a matter of necessity in this industry. Out of the total sample, Muslims comprised 217, Hindus 196, Christians 9 and Sikhs 3. Of the 425 workers covered, 313 were married, 105 were unmarried and 7 were widowers.

The following table shows the distribution of families according to the number of dependants :—

TABLE XLVI.
Showing the size of the family.

Number of dependants.	Nil.	1-2	3-4	5-6	7 and above.
Number of families	47	103	122	97	56

The total number of dependants was 1,569, which gives 4.1 persons as the average number of dependants per head of the family. The modal size of the families was, however, the family with 3 to 4 dependants.

Indebtedness.

Of the 425 workers interviewed, 218 or 51.3 per cent. were found to be in debt. Of these, 3 only were without any dependants to support. The total amount of debt on indebted persons was Rs. 71,889 giving *per capita* indebtedness of nearly Rs. 330.

The following table shows the incidence of debt on families of different sizes :—

TABLE XLVII.
Showing indebtedness of families according to the number of dependants.

Number of dependants	Nil	1-2	3-4	5-6	7 and above	Total.
Number of families in debt	3	38	61	76	50	218
Amount of debt (Rs.)	280	7,521	15,665	32,028	16,395	71,889
Average amount of debt per family (Rs.).	93	198	257	421	410	330

This table gives an indication of the relation between the size of the family and indebtedness. It is also significant that, of 47 sampled workers without any dependants, less than 7 per cent. were in debt. In the cases of those with dependants, the proportions are as follows :—

1-2 dependants	..	..	..	..	..	37%
3-4 dependants	..	..	..	..	..	50%
5-6 dependants	..	..	..	..	..	78%
7 and above	..	..	..	..	..	71%

The distribution of indebted persons according to the amount of debt is indicated by the following table :—

TABLE XLVIII.

Number of persons in debt.		Number of persons free from debt.		Debt between Rs. 1 & 50.		Debt between Rs. 51 & 100.		Debt between Rs. 101—200.		Debt over Rs. 200.	
No.	%age of total.	No.	%age of total.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.
218	51.3	207	48.7	29	13.3	35	16.1	47	21.6	107	49.0

Analysis of indebtedness according to causes showed that the 218 workers in debt had taken altogether 303 loans for various purposes. The following table shows the total number of loans taken, the purposes for which they were taken and the average amount of loan on each account :—

TABLE XLIX.

Causes of debt.			Loans taken.		Debt.		Average amount of debt (Rs.).
			Number.	%age to total.	Amount (Rs.).	Percentage to total.	
All causes	..	..	303	100	71,889	100	237
Marriage	..	..	59	19.5	19,648	27.3	333
Sickness	..	..	91	30.0	19,180	26.7	211
Death	..	..	24	7.9	37,452	4.8	144
Litigation	..	..	5	1.6	2,600	3.6	520
Purchase of land, building & cattle.	..	..	6	2.0	2,050	2.9	342
Domestic needs	..	..	90	29.7	18,550	25.8	206
Miscellaneous	..	..	23	7.6	4,559	6.3	198
Ancestral	..	..	5	1.7	1,850	2.6	370

From this table it appears that sickness and domestic needs have been the major causes driving workers into debt. These two causes account for nearly 60 per cent. of all loans and 52 per cent. of total debt. Loans for financing expenditure on marriages constitute nearly 20 per cent. of loans but they account for as much as 27 per cent. of debt and in this respect stand at par with indebtedness caused by sickness and domestic needs.

The analysis of indebtedness reveals that the percentage of debt incurred on account of sickness is higher and of that incurred on account of marriages is lower. Higher incidence of debt on account of sickness among printing press workers may indicate greater incidence of sickness and growing habit of consulting medical opinion, due perhaps to greater literacy.

The following table shows the rates of interest paid by indebted persons on loans taken by them :—

TABLE L.

Rate of interest.	Free.	Upto 6½%.	6½ to 12½%.	12½ to 18½%.	18½ to 37½%.	Over 37½%.	Total.
Amount of debt (Rs.)	31,234	4,665	18,440	3,205	6,305	8,040	71,889
Percentage of debt	43.4	6.5	25.7	4.5	8.7	11.2	100

Thus, of the total debt of Rs. 71,889, over 40 per cent. was interest free. Most of it was owed by debtors to relations and employers. Of the remainder, varying rates of interest were being paid, the most common rate being between $6\frac{1}{2}$ per cent. and $12\frac{1}{2}$ per cent.

Housing.

The inquiry into the housing conditions of workers in the printing industry covered 210 households occupying 206 dwellings, of which 40 were Government quarters. The following table shows the number and percentage distribution of dwellings according to their size in terms of the number of habitable rooms comprised in them :—

TABLE LI.
Showing size and number of dwellings.

Size (rooms).	Number of dwellings.	Percentage to total.
One	120	58.3
Two	68	33.0
Three	14	6.8
Four	4	1.9
Total ..	206	100.0

The maximum concentration of dwellings is in the size of one-room dwellings which account for over 58 per cent. of the total, followed at some distance by two-room dwellings which constitute another 33 per cent.

The total number of habitable rooms contained in the 206 dwellings surveyed was 314 and the total number of occupants was 958 persons, of whom 717 were adults of both sexes and 241 were children below the age of 9 years. The density of occupancy for all dwellings was just over 3 persons per room of an average area of 105 square feet. Density of occupancy in dwellings of different sizes is brought out in the table given below :—

TABLE LII.
Showing density of occupancy in dwellings of different sizes.

Size of dwelling (rooms).	Number of habitable rooms.	Number of occupants	Density of occupancy.
One	120	412	3.4
Two	136	425	3.1
Three	42	105	2.5
Four	16	16	1.0
Total ..	314	958	3.1

The inverse relation between the size of dwellings and density of occupancy is apparent. From being the highest in dwellings of the smallest size, it diminishes as the size of the dwellings increases. Density in two-room dwellings is almost equal to that for all.

Table LIII shows the percentage distribution of habitable rooms and occupants in dwellings of different sizes :—

TABLE LIII.

Size of dwelling (rooms).							Percentage of habitable rooms.	Percentage of occupants.
One	..	..	..	..	..	..	38.2	43.0
Two	..	..	..	..	..	..	43.3	44.4
Three	..	..	..	..	..	..	13.4	10.9
Four	..	..	..	..	..	..	5.1	1.7

One-room dwellings, which constitute 58.3 per cent. of the total number, contained 38.2 per cent. only of the total number of habitable rooms and accommodated 43 per cent. of all occupants. This feature is only another aspect of the high density of occupancy in such dwellings. In dwellings of larger size, the percentage of occupants declines relatively to the percentage of rooms comprised in them.

Amenities.—Tables LIV and LV indicate the extent to which the dwellings surveyed were in possession of amenities of various kinds. Table LIV covers amenities the existence of which mitigates considerably the evil effects of high density of occupancy, while Table LV covers those amenities the absence of which has serious reactions on the health and privacy of occupants :—

TABLE LIV..

Showing number of houses with and without the amenities specified.

Dwellings.	SUBSIDIARY ROOMS.			VERANDAHs.			COURTYARDS.			KITCHENS.		
	Number of rooms.	Number and percentage of dwellings.		With	Without.		With	Without.		With	Without.	
		No.	%		No.	%		No.	%		No.	%
		(a)			(b)			(c)			(d)	
All ..	17	17	8.3	70	136	86.0	121	85	41.3	70	138	87.0
One room	5	5	4.2	24	96	80.0	60	60	50.0	18	102	85.0
Two room	9	9	13.2	36	92	47.1	35	33	48.5	38	30	44.1

(a) Of these 12 were in Government quarters.

(b) Of these 40 were in Government quarters.

(c) Of these 27 were in Government quarters.

(d) Of these 33 were in Government quarters.

TABLE LV.
Showing number of houses with and without the amenities specified.

	BATHROOMS.			LATRINES.			WATER SUPPLY.			ELECTRICITY.			DRAINAGE.			VENTILATION.		
	Without.		%	Without.		%	Without.		%	Without.		%	Unsatisfactory.		%	Unsatisfactory.		%
	With	No.		With	No.		With	No.		With	No.		Satisfactory.	No.		Satisfactory.	No.	
Dwellings.		(e)			(f)			(g)			(h)			(i)			(j)	
All ..	46	160	77.7	190	16	7.8	55	151	73.3	41	165	80.1	83	123	59.7	53	153	74.8
One room ..	5	115	95.8	110	10	8.3	6	114	95.0	8	112	93.3	32	88	73.3	26	94	78.8
Two rooms ..	34	34	50.0	63	5	7.4	38	30	44.1	19	49	72.1	33	35	51.5	17	51	75.0

(e) Of these 33 were in Government quarters.

(f) Of these 33 were in Government quarters.

(g) Of these 20 were in Government quarters.

(h) Of these 40 were in Government quarters.

(i) Of these 20 were in Government quarters.

Detailed analysis has been confined to one-room and two-room dwellings in so far as they cover more than 90 per cent. of dwellings and 87 per cent. of occupants and the housing situation in respect of them can be said to yield a true picture of housing conditions in general. The utter poverty in the matter of amenities is even more staggering than the incidence of occupancy, the real significance of which can be assessed better only in the light of the nature and extent of amenities which go to supplement home comforts found in living rooms. In almost every respect, high density of occupancy and absence of amenities join hands in making small dwellings centres of acute overcrowding, discomfort and danger to health. The position in *private* residences is really *much* worse than is indicated by Tables LIV and LV where Government quarters have been included. Relatively to privately owned dwellings, Government quarters present a better picture in the matter of amenities of all kinds. Their exclusion from the data would expose the hopelessness of private dwellings in the matter of amenities more pointedly.

PART III

ALLAHABAD AND ALIGARH (UNITED PROVINCES).

For an *ad hoc* survey of labour conditions in the printing presses, the United Provinces were divided into two regions—the region east of Cawnpore and the region west of Cawnpore. In each region, one centre was selected for detailed investigation—Allahabad in the former and Aligarh in the latter. The estimated number of press workers comes to about 2,500 at Allahabad and 1,000 at Aligarh. Of these, 1,398 workers at Allahabad and 610 at Aligarh were covered by the enquiry. This gives a sample of 55.9 per cent. and 61 per cent. at Allahabad and Aligarh respectively.

Employment.

The following table gives the strength of sampled units at Allahabad and Aligarh in 1939 and 1944 :—

TABLE LVI.

Serial number of sampled press.						Allahabad.		Aligarh.	
						1939.	1944.	1939.	1944.
1.	..	..	..	..	..	29	7	343	442
2.	..	..	..	..	..	30	28	..	91
3.	..	..	..	..	..	868	815	5	4
4.	..	..	..	..	..	259	210	26	27
5.	..	..	..	..	..	242	189	70	46
6.	..	..	..	..	..	20	14	..	..
7.	..	..	..	..	..	..	10	..	..
8.	..	..	..	..	..	..	8	..	..
9.	..	..	..	..	..	..	3	..	..
10.	..	..	..	..	..	17	14	..	..
11.	..	..	..	..	..	..	7	..	..
12.	..	..	..	..	..	86	93	..	..
Total							1398		610

Contract Labour.—In none of the presses under enquiry is contract labour employed. It has been observed that certain printing presses get the work of binding, numbering, etc., done by contractors who, in turn, employ workers mostly on piece wages. When a press is sufficiently big to keep a binder or

very busy for all the working days of the month, the common practice invariably is to employ them directly on time wages. Book binding in some cases is done on a contract basis outside the press premises.

Women and children.—Women are not at all employed in the printing industry. The usual practice in some of the presses is to employ children in the binding section or as counting boys in some cases. The work of inkers or feeders is also done by children below 15. The total employment of children at Allahabad and Aligarh comes to 23.

Length of service.

The collection of statistics of length of service presented difficulties. Firstly, the private presses do not keep any such records and, naturally, their attendance registers had to be examined. Secondly, in two cases, even the attendance registers or pay sheets did not throw any light on this point. The necessary information in regard to length of service in 11 sampled units at Allahabad and 4 sampled units at Aligarh is given below :—

TABLE LVII.

Length of service.	Number of workers.		Percentage to total in each place.	
	Allahabad*	Aligarh.	Allahabad.	Aligarh.
0—1 year	168	31	11·68	8·41
1—5 years	273	108	18·97	29·43
5—10 years	290	27	20·15	7·36
Over 10 years	708	201	49·20	54·77
Total	1,439	367	100·00	100·00

Unlike several other industries, the printing industry has the largest number of persons who have put in over 10 years, the smallest number comprising such workers as have put in less than one year of service. Another important fact is that the regulated printing presses normally have a larger percentage of workers with long service, while the entire strength of the unregulated printing presses is hardly as old as 5 years, the majority having entered service within one year.

Permanent and Temporary workers.

Only six printing presses, including two government presses under enquiry, have the system of classifying their employees on permanent and temporary basis. Though the privileges and rights of the permanent and temporary workers in the private presses are undefined and though there are no standing orders defining their relationship with their employers in this connection, yet in the majority of cases the temporary persons are those who are liable to dismissal at any time without notice, permanent employees being those who can be dismissed normally after some notice. In the Government presses, the permanent employees enjoy liberal treatment in respect of leave and can contribute to the provident fund. In some printing presses, the piece workers are temporary while the monthly rated employees are permanent. In fact, the connotations of the terms 'permanent' and 'temporary' differ from press to press except in the case of the government printing presses where there are regulations governing both the categories.

* The total number of workers given, in this table is higher as it relates to a later month.

Apprenticeship.

There is no regular apprenticeship system in any of the printing presses under enquiry. The most common method, however, is to recruit persons to lower posts and to promote them to higher ones in course of time, the period of service at lower posts serving as the period of apprenticeship. In the private printing presses, young men desirous of learning the compositors' job are kept on small pay till they are absorbed as full-fledged compositors. This step has been necessitated due to acute shortage of trained labour.

Absenteeism and labour turnover.

The lowest figure of absenteeism—one per cent. in 1943—was in the Government of India Forms Press at Aligarh. In the other Government Press, absenteeism was 3 per cent. In private presses, it was slightly higher and ranged from 5 to 10 per cent. The variations are more marked in the marriage seasons or at the time of periodical malarial fever or other epidemics.

In regard to labour turnover, figures were available only from 10 sampled units at both places. The following table gives the necessary details :—

TABLE LVIII.

1939.		1944.	
Employment.	Turnover.	Employment.	Turnover.
1948	181	1959	377

It is evident that the percentage of turnover in 1944 (19.2 per cent.) was more than double of that in 1939 (9.3 per cent.).

Standing Orders.

There are no standing orders in the private regulated or unregulated presses but, in the government presses, the relations are governed by rules and regulations framed by Government.

System of recruitment.

Workers are recruited directly by the employers. Untrained workers come to the gate and are recruited, if required. Trained workers, on the other hand, are normally attracted from other presses by an offer of higher wages.

Labour officer.

No regulated or unregulated press has any labour officer and the grievances of workers are generally heard by the managers and, in some cases, by the proprietors themselves.

Wages and earnings.

There are no fixed principles for the determination of the wage-rates of workers. The employers say that these are determined in accordance with the prevailing rates of wages for similar workers in other industries. The wage-rates of piece workers are determined according to some form of costing

accountancy. The wage rates for different classes of employees in the Government of India Forms Press have been fixed in accordance with the skill required for each job and piece workers are paid according to rates laid down in the Presses Hand Book.

Changes since 1939.—Only one printing press has granted 25 per cent. increase in basic wages. Some of the employers have partially compensated their workers for the increased cost of living by granting dearness allowance. The following table gives the scale granted by various units under investigation :—

TABLE LIX.

Serial number of unit.	Allahabad.	Serial number of unit.	Aligarh.
	Dearness allowance.		Dearness allowance.
1.	Rs. 5 per head.	1.	Pay below Rs. 40—Rs. 9. Pay Rs. 41 to Rs. 120—Rs. 12. Pay Rs. 121 to 1,000—10% of pay.
2.	25% of the pay.	2.	No dearness allowance.
3.	Pay upto Rs. 40—Rs. 9. From Rs. 41 to 120—Rs. 11. Above Rs. 120—10% of pay.	3.	No dearness allowance.
4.	Pay upto Rs. 20—Rs. 12. Rs. 21 to Rs. 40—Rs. 15. Rs. 41 to 60—Rs. 20. Rs. 61 to 80—Rs. 25. Over 80—Rs. 30.	4.	Rs. 4 per head per month.
5.	Rs. 9/8 per worker per month.	5.	Rs. 7 per head per month.
6—11.	No dearness allowance.		
12.	Rs. 10 per head.		

Overtime.—Overtime work is done in almost all the regulated presses and is paid for according to the Factories Act. It is compulsory only in one press. It is generally recorded in the attendance registers, though two presses maintained separate overtime slips. In one press at Allahabad, each worker is provided with a monthly account of his overtime work. The position about unregulated presses is rather different. Overtime and 'double employment' are said to be their common practice and payment is made to the workman only at a flat rate.

Deductions and fines.—Only such deductions, as are permissible under the Payment of Wages Act, are made by the various regulated presses under enquiry. Fines are levied by a few and are credited to fine funds which are utilised for the benefit of workers. The following table shows the amount standing in the fine funds at the date of enquiry :—

TABLE LX.

Serial number of printing press.							Amount.
							Rs. as. ps.
3.	(Allahabad)	..	..	..	..	..	110 11 6
4.	(Allahabad)	..	..	..	..	..	27 14 8
1.	(Aligarh)	..	..	..	..	..	1,333 11 6

Wage period.—The wage period is the calendar month and wages are paid within 7 to 10 days of the expiry of the wage period. In several of the unregulated presses and in some of the regulated presses, there is a system of day-to-day advances adjustable every month.

Closed days.—Sunday is observed as the regular weekly rest day, in addition to a few religious holidays. In the government presses, the workers are entitled to casual and earned leave with pay according to fixed rules.

Analysis of wages and earnings at Allahabad.

Data of wages and earnings were collected in respect of 1,291 workers employed in the sampled units, both regulated and unregulated. This number constitutes 92.34 per cent. of the total employed in the establishments surveyed. The following table shows the basic wages and net earnings in 11 principal occupations of the sampled units. The total number of workers employed in these occupations was 1130 or 80.83 per cent. of the total number employed in establishments covered and 87.54 per cent. of the number whose data were obtained. But wide variations were noticeable in the wages and earnings in the same occupation in different establishments and also in the same establishment. The table at Appendix IV gives further details of the position in individual establishments to show the variations in rates.

TABLE LXI.

Showing average monthly wages and net earnings in 10 selected occupations in 10 sampled presses, regulated and unregulated.

Serial No.	Occupation.	Basic Wages.						Net earnings including allowances.		
		Rs. as. ps.						Rs. as. ps.		
1.	Compositors	28	11	7				42	8	0
2.	Binders	15	7	0				27	2	9
3.	Machinemen	31	9	5				44	13	0
4.	Coolies	11	4	10				19	13	9
5.	Distributors	13	9	5				24	3	8
6.	Copyholders	29	11	10				41	6	4
7.	Readers	100	5	10				130	5	7
8.	Pressmen	16	0	3				29	15	8
9.	Mono operators	52	14	8				61	15	9
10.	Paper feeders	19	2	0				31	10	6
11.	Impositors	17	10	8				30	7	10

The following table shows the number of persons employed in the selected occupations of the 10 sampled regulated and unregulated presses and percentage of workers taken from each for wage survey. The basic wages and net earnings given in Table LXI are the averages of the samples taken.

TABLE LXII.

Serial No.	Occupation	Total no. of workers.	No. of workers taken for wage survey.	Percentage of workers taken to total no. of workers.
1.	Compositors	395	97	24.56
2.	Binders	329	144	43.77
3.	Machinemen	56	47	83.90
4.	Coolies	63	15	23.81
5.	Distributors	69	15	23.15
6.	Copyholders	57	23	40.35
7.	Readers	40	14	35.00
8.	Pressmen	39	20	51.28
9.	Mono operators	31	12	38.71
10.	Paper feeders	27	8	29.63
11.	Impositors	24	9	37.50
Total		1,130	435	38.50

Analysis of wages and earnings at Aligarh.

Data of wages and earnings were collected in respect of 673 persons employed in the sampled units. This number exceeds that shown under 'employment', apparently because the wages were taken for the month of August 1944 while the employment figures pertained to January 1944.

The following table shows the basic wages and net earnings in 10 principal occupations of the sampled units. The total number of workers employed in these occupations was 535, or 79.5 per cent. of the number whose data were obtained. But wide variations were noticeable in the wages and earnings in the same occupation in different establishments and also in the same establishment. The table at Appendix V gives further details of the position in individual establishments to show the variations in rates.

TABLE LXIII.

Showing average monthly wages and net earnings in 10 selected occupations of the 5 sampled presses, regulated and unregulated.

Serial No.	Occupation.	Basic wages.	Net earnings.
		Rs. as. ps.	Rs. as. ps.
1.	Compositors	25 11 10	35 10 11
2.	Binders	19 3 11	33 0 10
3.	Folders, Envelope-makers, etc.	13 11 1	22 6 9
4.	Machinemen	40 3 2	55 1 11
5.	Packers	27 9 3	42 7 5
6.	Papermen	13 6 0	18 10 7
7.	Inkers	27 9 3	42 7 5
8.	Pressmen	28 9 8	41 12 6
9.	Foremen	71 8 11	88 14 2
10.	Readers	38 2 3	47 11 7

The following table shows the number of persons employed in the selected occupations of the 5 sampled regulated and unregulated presses and percentage of workers taken from each. The basic wages and net earnings given in table LXIII are the averages of the samples taken.

TABLE LXIV.

Serial No.	Occupation.	Total no. of workers.	No. of workers taken.	Percentage of workers taken to total no. of workers.
1.	Compositors	65	19	29.23.
2.	Binders	135	47	34.81.
3.	Folders, Envelope-makers, etc. .. .	153	43	28.10.
4.	Machinemen	28	16	57.14.
5.	Packers	83	56	67.47.
6.	Papermen	14	8	57.14.
7.	Inkers	26	11	42.31.
8.	Pressmen	14	6	42.86.
9.	Foremen	9	9	100.00.
10.	Readers	8	7	87.50.
Total ..		535	222	41.50.

Working conditions.

The regulated presses conform to certain minimum standards of sanitation laid down under the Factories Act but the conditions are very bad in the unregulated-presses.

Buildings, light and ventilation.—The printing presses may be located in big halls where direct supervision by the foreman or the manager is possible. They may as well be situated in residential quarters. The regulated printing presses have better arrangements for light and ventilation than unregulated units. There were sky-holes and ventilators in almost all of them. The compositors' rooms had in most cases sufficient light but, in two printing presses at Allahabad and one at Aligarh, light was insufficient. In the readers' rooms in all the printing presses, light was generally satisfactory. In three presses, there was additional electric light at each reader's table. In one regulated printing press of Aligarh, the readers were seated in a small room where light was not sufficient.

In the mono-type and lino-type sections and in the type foundries attached to some printing presses, there was no proper or sufficient arrangement for exhaust pipes. Barring one press, where arrangements may be said to be satisfactory, in none of the six printing presses that had casting sections was there any exhaust fan. The chimneys were either absent, as in one press at Aligarh and one at Allahabad, or unsatisfactory for the purpose in view. The workmen in the type-casting section in one printing press at Allahabad were found perspiring very profusely even in December. In none of the printing presses was there any provision of a fan in the casting section even in summer. The unregulated presses are generally housed in residential quarters or in shops and the working conditions therein are far from satisfactory. In one dark dingy room measuring 16 ft. $\times$ 8 ft. $\times$ 9½ ft. in Aligarh were fitted 2 hand presses, one treadle machine and one litho press. There were two openings but the light was insufficient. In several printing presses at Aligarh and Allahabad it was not uncommon to find the family of the proprietor residing in the same buildings. The owners of regulated presses naturally complained that they could not stand in competition with the poorly housed and ill-ventilated unregulated presses when they, on their part, had to abide by the provisions of the Factories Act and

obtain a certificate of stability for the factory buildings. In respect of light and ventilation, the unregulated units did not compare favourably with regulated units. Of 8 unregulated presses, only 3 (one at Aligarh and two at Allahabad) may be said to be somewhat satisfactory. In one press at Allahabad there was no provision for light and the ceiling was hopelessly low. Needless to say that these presses work at night with insufficient light. In one printing press visited by me at night, the work was proceeding with an old kerosene lamp burning in one corner.

Roofing and flooring.—All the 9 regulated printing presses under enquiry had pucca roofing and flooring and in two cases the buildings were situated amidst gardens in Allahabad. In the case of 8 unregulated presses, however, the floor was *Katcha* in 4, cemented in two and stone or brick paved in the remaining two. The floor area per head of workman was quite satisfactory in the regulated printing presses but, in the unregulated ones, machinery and other things were so packed up in small single rooms that there was hardly room for persons to move about.

Rest shelters.—One regulated press at Aligarh and one at Allahabad had rest shelters. The unit at Aligarh has two tiffin rooms (12 ft. $\times$ 8½ ft. each) but I found them locked at the time of my visit. On inquiry, I discovered that they were not in use for a long time. At Allahabad, there were two small rooms (10 ft. $\times$ 10 ft.) in a regulated press. One was being used as a library and the other as a reading room by the staff. The seating arrangements were rather unsatisfactory. There were 5 chairs and two benches for about 800 workmen.

Shifts.—The shifts vary from press to press. Night shifts are common in news presses and day shifts in job printing presses. While the managers of all the unregulated presses asserted that they worked during the day, my investigating staff had reasons to believe that they also worked at night. In fact, the proprietors of several regulated presses complained that several of their day workers worked at night in unregulated presses. The practice was common among machinemen, compositors and other technical staff in some of the regulated presses. Below is given tabulated information regarding shifts supplied by the managements of the printing presses under inquiry.

TABLE LXV.

Press Number	Allahabad.		Aligarh.	
	Shift.	Rest Interval.	Shift.	Rest interval.
1.	10 a.m. to 2 p.m. 2-30 p.m. to 6 p.m.	2 p.m. to 2-30 p.m.	<i>1st Shift.</i> 9 a.m. to 1-30 p.m. 2 p.m. to 5-30 p.m. <i>2nd Shift.</i> 6 p.m. to 10-30 p.m. 11-0 p.m. to 2-30 a.m.	1-30 p.m. to 2 p.m. 10-30 p.m. to 11-0 p.m.
2.	8 a.m. to 12-30 p.m. 1-30 p.m. to 6 p.m.	12-30 p.m. to 1-30 p.m.	<i>1st Shift.</i> 7 a.m. to 11 a.m. 12 a.m. to 4 p.m. <i>2nd Shift.</i> 8 p.m. to 12 midnight 1 a.m. to 5 a.m.	11 a.m. to 12 noon. 12 midnight to 1 a.m.

Press Number.	Allahabad.		Aligarh	
	Shift.	Rest interval.	Shift.	Rest interval.
3.	<i>For Machine Assistants.</i> 8 a.m. to 1-30 p.m. <i>Others.</i> 9 a.m. to 1-30 p.m. 2 p.m. to 5 p.m.	1-30 p.m. to 2 p.m. 1-30 p.m. to 2 p.m.	<i>Shift.</i> 9 a.m. to 1-30 p.m. 2-30 p.m. to 5-30 p.m.	1-30 p.m. to 2-30 p.m.
4.	<i>Job section.</i> 10 a.m. to 6 p.m. <i>News : English.</i> 7-30 a.m. to 3-30 p.m. 3-30 p.m. to 10-30 p.m. 10-30 p.m. to 5-30 a.m. <i>News : Vernacular.</i> Two shifts. 12-30 p.m. to 8-30 p.m. 8-30 p.m. to 3-30 a.m.	$\frac{1}{2}$ hour interval $\frac{1}{2}$ hour interval $\frac{1}{2}$ hour interval 1 hour interval $\frac{1}{2}$ hour. 1 hour at the end of 6th hour.	Do.	Do.
5.	9 a.m. to 1 p.m. 2 p.m. to 5-30 p.m. } or 7 a.m. to 1 p.m. 2 p.m. to 5-30 p.m. <i>Occasionally.</i> 3-30 p.m. to 11-30 p.m.	1 p.m. to 2 p.m. 1 p.m. to 2 p.m.	7 a.m. to 1 p.m. 2 p.m. to 5 p.m.	1 p.m. to 2 p.m.
6.	<i>1st Shift.</i> 9 a.m. to 1-30 p.m. 2-30 p.m. to 5-30 p.m. <i>2nd Shift.</i> 2-30 p.m. to 8-30 p.m. 9-30 p.m. to 11-30 p.m.	1 hour. 1-30 p.m. to 2-30 p.m. 8-30 p.m. to 9-30 p.m.		
7.	10 a.m. to 6 p.m.	1-30 to 2 p.m.		
8.	10 a.m. to 6 p.m.	1-30 to 2 p.m.		
9.	10 a.m. to 6 p.m.	1-30 to 2 p.m.		
10.	10 a.m. to 6 p.m.	1-30 to 2 p.m.		
11.	10 a.m. to 6 p.m.	1-30 to 2 p.m.		
12.	Three Shifts. (a) 6 a.m. to 2 p.m. (b) 2 p.m. to 10 p.m. (c) 8 a.m. to 6 p.m.	1 p.m. to 1-30 p.m. 6 p.m. to 6-30 p.m. 1 p.m. to 2 p.m.		

The job presses work two shifts only when there is rush of work. The normal shifts are of 7 to 8 hours' duration with half an hour to one hour's rest. In the night shifts, in certain presses, the workers are given one hour's rest interval after 6 hours' work.

Welfare activities.

The printing presses both at Aligarh and Allahabad provide some welfare activities to their employees. The general sanitary arrangements in the regulated presses may be said to be rather not very satisfactory. Some of the presses are not daily cleaned. In one respectable printing press at Aligarh, the pits of the lifts were found to be extremely dirty at the time of my visit. In two of the presses, white-washing was badly needed. In one printing press at Allahabad, the entire premises were hopelessly dirty. The following table gives the facilities provided by the employers :

TABLE LXVI.

	Printing Press Number.	Water supply.	Latrines.	Urinals.	Washing and bathing facilities.
1.	Allahabad	One tap	3	1	1 tap.
	Aligarh	Tube well	8	4	4 basins.
2.	Allahabad	2 taps	3	1	Nil.
	Aligarh	Hand pump	4	2	1 basin.
3.	Allahabad	4 taps, 1 well	10	4	Stored water for washing only.
	Aligarh	Nil	1	Nil.	Nil.
4.	Allahabad	Tap and tube well.	8	6	Stored water for washing only.
	Aligarh	Well	4	2	Nil.
5.	Allahabad	2 taps	4	2	Stored water for washing only.
	Aligarh	2 taps and 1 well.	2	1	Stored water for washing only.
6.	Allahabad	1 tube well	4	3	1 tap.
7-11.	Allahabad	Nil.	Nil.	Nil.	Nil.
12.	Allahabad	2 taps and 1 well	4	2	Stored water for washing only.

Water Supply.—Water supply at several printing presses was not adequate. In one press at Aligarh, the workers had to go to a well at a distance of about 200 yards to quench their thirst. In another case at the same place, there was one tap for all workers. One press had a tube-well, but the workers rightly complained that it had not been working for the previous six months. In several printing presses, both regulated and unregulated, earthen jars were maintained in summer for the supply of water.

Latrines.—Almost all the regulated printing presses provided the required number of latrines and urinals. Their condition was however very unsatisfactory, except in two presses. Disinfectants are not used and, in most cases, proper arrangements for the removal of the night-soil did not exist. All latrines excluding those provided by one regulated press at Allahabad were on 'drop' system.

Washing and bathing facilities.—Wash basins are provided in a couple of presses at Allahabad and Aligarh. No bathing facilities were provided anywhere.

Soap and nail brushes.—It is a pity that the workers who handle lead during the course of their work were not provided with soap in one regulated press at Aligarh and two at Allahabad. In some regulated presses, alkalines were being used a substitute for soap. Nail brushes were conspicuous by their absence. In one press at Allahabad, the workers complained that the quantity of soap supplied for a month was hardly sufficient for 3 to 4 days.

Dispensaries.—Only two regulated presses at Allahabad have got dispensaries on the premises. In one, an M.B.B.S. part-time doctor attends to the workers and the average daily attendance is 50. In another case, a free dispensary is attached and the expenses are borne by a trust fund. The most common diseases are influenza, malaria and gastric troubles.

Canteens.—A tea canteen is run in one regulated press at Allahabad. The vendor keeps light refreshments and supplies tea at six pice per cup. In another press also, a private contractor supplies light refreshments. The cost of tea and light refreshments is rather high at both units.

Creche.—Since women are employed by any printing press under enquiry, the question of the provision of a *creche* does not arise.

Grain shops.—Three printing presses have got their own grain shops where wheat, rice and gram are supplied by the management at controlled rates which are decidedly cheaper than the market rates.

Welfare activities of the State.—The U. P. Government maintains welfare centres both at Allahabad and Aligarh. Arrangements exist for indoor and outdoor games, reading rooms and libraries. A child welfare and maternity centre is also attached to the Aligarh Centre. Radios are installed at both the places. Music parties are held and occasional cinema shows are also given. The average daily attendance at the welfare centre at Aligarh is not very encouraging and much advantage is not taken of the same, as it is located at a distance from workers' houses. The welfare centre at Allahabad is inside the Government Press. The dispensaries both at Aligarh and Allahabad are very popular.

Trade Unions.

There is a trade union open to Government press employees only at each of the two towns—Allahabad and Aligarh. The Allahabad union has a membership of 615 out of a total of about 900 employees. The subscription is 2 annas per month for those drawing less than Rs. 20 and four annas for those drawing Rs. 20 or above. The leadership is foreign in both the cases. Some of the workers in private presses at Allahabad are members of the Press Workers' Union, the monthly subscription of which is four annas per member.

Works Committees.

There is a works committee in one regulated press at Aligarh. It consists of the manager, the overseer, one special member chosen by the section holders and heads of branches and 4 ordinary members representing different branches elected by ballot. The works committee deals with questions relating to allocations of holidays, recommendations regarding grants from the fine fund, etc. It is not popular with the general body of workers.

Strikes.

There have been no strikes or lock-outs during the last 10 years in any of the printing presses under enquiry.

Safety Acts.

Of the 12 sampled presses at Allahabad and 5 at Aligarh, 8 are unregulated concerns and they do not consequently come under the Factories Act.

The details of the visits of the factory inspectors were available from seven, out of nine regulated concerns and the following table shows the frequency of the visits during 1935-44 :

TABLE LXVII.

Serial No. of units.	Place.	Frequencies of Visits.									
		1944.	1943.	1942.	1941.	1940.	1939.	1938.	1937.	1936.	1935.
1.	Allahabad ..	..	1	3	..	1	..	1	1	..	..
	Aligarh ..	..	..	1	1	1	1	2	..	1	3
2.	Allahabad ..	..	2	1	..	..	1	2	4	1	..
3.	Allahabad ..	..	1	2	..	..	..	1	1	1	2
4.	Allahabad ..	..	..	1	1	1	1	1	..	..	1
5.	Allahabad ..	..	2	..	..	3	2	..	3	1	1
12.	Allahabad ..	..	2	..	..	..	2	1	1	1	2
Total		..	8	8	2	6	7	7	13	4	5
Average		..	1.1	1.1	0.3	0.9	1.0	1.0	1.9	0.6	0.7
										1.1	

Normally, there is one visit of the factory inspector in a year to a regulated printing press. During the course of investigation it was found that there was a callous disregard of the provisions of the Factories Act in some printing presses. Most of the employers are not afraid of prosecutions as the fines imposed for breaches of the Act can be easily made good from the profits earned by flagrantly defying its provisions. The midday rest hour was not being observed in two printing presses at Allahabad when my investigating staff visited them. The managers apologetically said that there was heavy work and the workers in the composition section were on piece wages. Needless to say that the Factories Act applies to all workers irrespective of their mode of payment or system of wage calculation. It was complained that, in some presses, overtime pay was calculated at a flat rate and not according to the Factories Act. The weekly and daily limit of working hours was not observed in two units, one each at Allahabad and Aligarh. During the course of investigation it was seen that, at several printing presses, the moving belts were either not guarded or were inadequately guarded. The safety-first provisions were not observed in five presses. The safety-first posters were not hung and, in two cases, they were lying in a heap of waste paper. At Aligarh, in one unit, the safety poster lay in the store room at the time of my visit.

The details of inspection notes available with the regulated printing presses indicate that the inspectors generally visit factories in the capacity of consultative engineers suggesting merely the guarding of pulleys and belts of fast moving machinery and pointing out, in some cases, the necessity of safety posters. Most cases of the violation of the provisions of the Factories Act cannot be easily detected in a casual yearly visit of the inspector.

The provisions of the Electricity Act, the Payment of Wages Act and the Workmen's Compensation Act are, according to the replies of the employers observed. The workers and the trade unions complained that, in certain cases, the non-fatal injuries are not reported and the workers are dismissed to escape liability for the payment of compensation. At Aligarh, the union produced several persons who were alleged to have sustained injuries during the course of employment and were not paid any compensation. The only Act, the provisions of which are fully observed, is the Payment of Wages Act. No complaint was received about this except that the system of wage payment to the contractors' staff in the binding section is rather defective. The position of binding boys and numbering men who work under the contractors is not satisfactory.

Cases of deductions, delayed payment and even non-payment of wages were reported against contractors. One thing is assuredly clear that, in a majority of cases, wages are not regularly paid by the contractors and overtime is paid for mostly at flat rates and not as laid down in the Factories Act.

The provisions of the various labour laws are made known to the workers by means of posters that are hung at the main entrances to the presses. In a few cases, philanthropic and enlightened employers have taken special steps to personally explain the provisions of the Acts to illiterate employees. The employees of the unregulated presses are not protected by any law. The result is that they are greatly overworked. The unregulated presses provide avenues of double employment to workers working in regulated presses in the day.

Occupational diseases.

None of the 17 presses in Allahabad and Aligarh has reported any case of lead poisoning except that, in the Government of India Forms Press at Aligarh, a suspected case was reported to the Civil Surgeon at the time of my enquiry. As required under the Hazardous Occupation (Lead) Rules, all the type casters and men employed in the stereo department are examined every six months. Some presses did not care for these rules. In the course of my enquiries, I came across several workers with spongy gums and bad stomach complaints.

In almost all the sampled presses, the proof-readers and the copy holders, particularly the former, were found wearing glasses. The percentage of those wearing glasses among the proof readers was as high as 70.

Provident Fund.

There are four printing presses under enquiry which provide provident fund benefits to their employees. Two of them are Government presses and the workers in them are eligible to contribute according to the general provident fund and contributory provident fund rules. In the Government of India Forms Press, those employees who have been appointed or transferred to the superior establishment of the press on or after 1st April 1924 are eligible to the benefits of the Contributory Provident Fund at any of the following rates : 6½ per cent., 9 per cent., 12½ per cent. and 15½ per cent. of their emoluments per month. The interest allowed on the accumulations is at rates notified by the Government of India each year, Government contributions at the rate of 1/16 of the emoluments drawn by an employee being credited to the employees' accounts at the close of each year. Temporary withdrawals for religious ceremonies, etc., are permissible and are recovered in easy instalments.

The General Provident Fund, unlike the Contributory Provident Fund, is optional and is open to all employees on the permanent superior establishment with the exception of those who are members of the Contributory Provident Fund. Similarly, the employees of the Government of U.P. Press at Allahabad are eligible to contribute to the General Provident Fund and Contributory Provident Funds under the G.P. Fund (U.P.) Rules and C.P. Fund (U.P.) rules.

Two private presses also permit their permanent employees who have put in three years' service or more to contribute to the provident fund at the rate of one anna per rupee per month of their emoluments. The employers contribute an equal amount and withdrawals from the fund for certain purposes are permissible.

Pensions and gratuities.

The grant of pension and gratuity in the Government of India Forms Press at Aligarh is governed by rules contained in the Civil Service Regulations and

the Central Subordinate (Inferior)- Services (gratuities, pensions, and retirement) Rules. Similarly, the workers of the U. P. Government Press are, in respect of pensions and gratuities, governed by the rules prescribed in the Civil Service Regulations. Other presses do not grant pensions as such **except** in the case of one unit at Allahabad where compassionate gratuities and pensions have been granted at the discretion of the management.

Civil condition.

A sample enquiry into the civil condition of workers was conducted on a randomised basis and every 5th worker on the pay sheets of the printing presses at Allahabad and every 4th worker at Aligarh were questioned. The following table shows their age-distribution :—

TABLE LXVIII.

Age-groups.	Frequencies and percentages.			
	Allahabad.		Aligarh.	
	Number.	Percentage.	Number.	Percentage.
12—15 years	1	0·4	2	1·5
15—18 years	5	2·1	1	0·7
18—40 years	190	78·5	97	69·3
40—50 years	31	12·8	30	21·4
Above 50 years	15	6·2	10	7·1
Total	242	100·0	140	100·0

Religion.—The following table gives the distribution of the sampled workers on the basis of their religions :—

TABLE LXIX.

Religion.	Allahabad.		Aligarh.	
	Frequencies.		Frequencies.	
Hindus	116	80		
Muslims	122	56		
Christians	4	4		
Total	242	140		

Mobility of labour.—The workers engaged in the printing industry are mostly domiciled in the very places where they work. The following table shows the area from which workers are drawn at Allahabad and Aligarh.

TABLE LXX.

Allahabad.		No.	Aligarh.		No.
Allahabad		228	Aligarh		111
Partapgarh		4	Bulandshahr		2
Lucknow		3	Farrukhabad		2
Fatehpur		5	Agra		1
Punjab		2	Muttra		6
Total		242	Budaun		4
			Cawnpore		4
			Moradabad		5
			Delhi		2
			Punjab		3
			Total		140

Marital condition and dependants.—The following table shows the marital condition of the sampled workers :—

TABLE LXXI.

								Allahabad.	Aligarh.
Widowers	..	..	..	..	..	..	..	7	2
Bachelors	..	..	..	..	..	..	..	17	6
Married	..	..	..	..	..	..	..	218	132
Total								242	140

The following table shows the number of dependants who are actually supported by the sampled workers and who have no income of their own or means of independent livelihood :—

TABLE LXXII.

Number of dependants.								Number of families.	
								Allahabad.	Aligarh.
1	..	..	..	..	..	..	..	8	17
2	..	..	..	..	..	..	..	30	19
3	..	..	..	..	..	..	..	51	25
4	..	..	..	..	..	..	..	62	45
5	..	..	..	..	..	..	..	35	20
6	..	..	..	..	..	..	..	30	8
7	..	..	..	..	..	..	..	15	3
8	..	..	..	..	..	..	..	6	2
9	..	..	..	..	..	..	..	3	1
10	..	..	..	..	..	..	..	2	0
Total								242	140

The modal or the most representative family consists of 4 dependants, both at Aligarh and Allahabad.

Literacy.—The printing press workers are normally literate and only the coolies, binders, helpers, inkmen and similar others are without any proper schooling. Almost all the compositors are educated up to 5-7 standards. Some of them are matriculates and one of them in a newspress is a graduate. The readers, the copy holders and the *katibs* are invariably educated and a very large percentage have studied up to the Matriculation standard. The machine-men normally know their own languages. The following table shows the extent of literacy among the sampled workers :—

TABLE LXXIII.

					Allahabad.		Aligarh.	
					Number.	Percentage.	Number.	Percentage.
Literate	..	..	..	..	201	83	102	73
Illiterate	..	..	..	..	41	17	38	27
Total					242	100	140	100

Indebtedness.

The following table gives the figures of indebtedness of sampled workers under different causes :—

TABLE LXXIV.

Causes.	Allahabad.		Aligarh.	
	Amount Rs.	% to the total.	Amount Rs.	% to the total.
1. Marriage	11,983	35.3	7,570	39.2
2. Sickness	6,483	19.1	4,301	22.3
3. Death	920	2.7	330	1.7
4. Purchase of land and cattle	525	1.6	450	2.3
5. Purchase of house	992	2.9	1,220	6.3
6. Litigation	1,452	4.3	210	1.1
7. Domestic needs	7,769	22.9	3,934	20.4
8. Ancestral debts	3,350	9.9	630	3.3
9. Miscellaneous	426	1.3	645	3.4
Total	33,900	100.0	19,290	100.0

The *per capita* indebtedness at Allahabad and Aligarh is 140.1 and 137.8 respectively. Out of the sampled workers, 31 at Allahabad and 27 at Aligarh had no debt to pay. If indebted workers alone were considered, the debt per head at Allahabad and Aligarh would be Rs. 160.6 and 170.7 respectively. This shows that the workers at both the centres are practically indebted to the same extent. The main cause of indebtedness is marriage, which accounts for 35.3 per cent. and 39.2 per cent. of the total debt at Allahabad and Aligarh respectively. The other important cause of indebtedness at both the places is the rising cost of living and the consequent inability of workers to make both ends meet. According to the family budget enquiries into the press workers at Allahabad in 1938-39, an average press worker's family could not maintain itself at the lower income level and it was only the worker drawing over 40 rupees in peace times who could, with difficulty, pull on. Below are reproduced the relevant figures* from the report referred to already :—

TABLE LXXV.

Average monthly income and expenditure.

Income groups.	Average income.			Average expenditure.			Deficit.			Yearly deficit.		
	Rs.	as.	ps.	Rs.	as.	ps.	Rs.	as.	ps.	Rs.	as.	ps.
I—Below Rs. 15	14	2	0	18	8	0	4	6	0	52	8	0
II—Rs. 15 to Rs. 20	17	0	0	21	9	0	4	9	0	54	12	0
III—Rs. 20 to Rs. 40	28	0	0	35	9	0	7	9	0	90	12	0
IV—Rs. 40 and above	55	8	0	55	5	0						

Since the war, however, the cost of living has gone up considerably. The workers are naturally compelled to borrow. The re-payment of debts in such cases of deficit budgets is out of question. This would be evident from the

* Report of Enquiry into the Cost of Living of press workers at Allahabad, 1938-39.

following table which gives indebtedness of an average family of a press worker at Allahabad both in 1938-39 and in 1944 :—

TABLE LXXVI.

Income groups.	Average amount of out-standing debts.	
	1938-39.	1944 (Rs.)
	Rs. as. ps.	
I—Below Rs. 15	35	0 0
II—Rs. 15 to Rs. 20	83	0 0
III—Rs. 20 to Rs. 40	*116	13 4
IV—Above Rs. 40	106	5 3
	140.1	

Repayment of loans.—Debts are generally repaid by borrowing. This cyclic order of borrowing and repayment continues in certain cases. According to the enquiry into the cost of living of press workers in 1938-39, the average monthly expenditure on the payment of debt and interest in the various income groups is given below :—

TABLE LXXVII.

Income groups.	Average monthly expenditure on debt and interest.	Percentage to the total expenditure.
	Rs. A. P.	
I.—Below Rs. 15	1 12 9	9.7
II.—Between Rs. 15 and Rs. 20	1 5 7	6.3
III.—Between Rs. 20 and Rs. 40	5 9 0	15.6
IV.—Rs. 40 and above	1 14 10	3.5

Agencies and rate of interest.—The principal agency for lending money is the *Bania* or the *Mahajan*, who usually charges a lower percentage of interest, varying from 12 to 24 per cent., than the *Pathan* who charges 24 to 37 per cent. and, in some cases, even 75 per cent. The workers of the Government Press at Aligarh have got a co-operative society which charges 9½ per cent. interest on loans.

Housing.

104 houses at Allahabad and 63 at Aligarh were selected at random. Of these 167 houses, 14 were provided by the employers, 61 were rented and 92 were owned by the workmen themselves. The position regarding the two centres may be tabulated as follows :—

TABLE LXXVIII.

Ownership.	Allahabad	Aligarh
Self-owned houses	64	28
Factory-owned houses	14	..
Rented (private landlord)	26	35
Total ..	104	63

* Excluding an extraordinary case of indebtedness.

The majority of houses at both places are one-room tenements as will be seen from the following statement :—

TABLE LXXIX.

Tenements.							Number at Allahabad.	Number at Aligarh.
One room ..	..	..	..	..	..	..	44	46
2 rooms ..	..	..	..	..	..	..	38	12
3 rooms ..	..	..	..	..	..	..	12	3
4 rooms ..	..	..	..	..	..	..	6	1
5 rooms ..	..	..	..	..	..	..	4	1
Total ..							104	63

The average dimension of a room was slightly greater at Aligarh than at Allahabad. This was as follows :—

TABLE LXXX.

Dimension of a room.							Allahabad	Aligarh
Length	..	..	..	..	..	9'—6"	10'—0"	
Breadth	..	..	..	..	..	8'—3"	8'—9"	
Height	..	..	..	..	..	7'—11"	7'—0"	
Area						78·4 sq. ft.	87·5 sq. ft.	

In the 104 houses under enquiry at Allahabad, there are 204 habitable rooms and in the 63 houses at Aligarh there are 88 rooms. The total number of occupants in the sampled houses at Aligarh is 241 adults and 85 children below 15 years of age. This gives an average of 3.7 persons per room or 23.5 square feet per head. At Allahabad, however, the total population in the sampled houses was 346 adults and 248 children. In other words, the average per room comes to 2.9 persons or a floor space of 27 square feet per head. This shows that there is greater congestion at Aligarh than at Allahabad. The fact that, at Allahabad, a larger percentage of houses is self-owned partly explains this anomaly. Rented houses are more congested than self-owned ones.*

Courtyards.—The position with regard to courtyards is summarised in the table below. The residential houses normally possess courtyards. Their area varies from house to house. The following information relates to houses with and without courtyards :—

TABLE LXXI.

Houses					Allahabad	Aligarh
Number without courtyard	..	..	..	..	22	8
Number with common courtyard	..	..	..	..	64	36
Number with courtyard in exclusive use	..	..	..	..	18	19
				Total	104	63

Some of the houses have verandahs which are used as kitchens, bath rooms, or sleeping rooms. The following table shows the statistics of verandahs in the houses under enquiry at the two sampled centres :—

TABLE LXXXII.

Houses	Allahabad	Aligarh
Number without verandah	26	29
Number with common verandah .. .	58	21
Number with exclusive verandah .. .	20	13
Total ..	104	63

Latrine facilities are provided as shown in the table below :—

TABLE LXXXII(a).

Houses.	Allahabad	Aligarh
Number of houses without latrines .. .	10	28
Number of houses with common latrines .. .	26	18
Number of houses with exclusive latrines .. .	68	17
Total ..	104	63

Those who have no latrines usually use the municipal or public latrines or go to the open fields to ease themselves.

Bathrooms and kitchens.—Very few houses may be said to have separate bath rooms and kitchens both at Aligarh and at Allahabad. According to my housing survey, only 10 houses at Allahabad and 5 at Aligarh had bath rooms. Separate kitchens were available in 19 and 9 cases respectively.

Roofs, walls and floors.—The common house is mostly made of bricks, the roof or floor may be *pucca* or *katcha*. The statistical position may be summarised below :—

TABLE LXXXIII.

	Allahabad	Aligarh
A. Roof—		
<i>Katcha</i>	6	19
<i>Thatched</i>	..	4
<i>Pucca</i>	98	40
Total ..	104	63
B. Walls—		
<i>Katcha</i>	26	10
<i>Pucca</i> (bricks)	78	53
Total ..	104	63
C. Floor—		
<i>Katcha</i>	50	40
Brick paved	26	20
Cemented	28	3
Total ..	104	63

Ventilation and drainage.—66 out of 104 houses at Allahabad and 23 out of 63 houses at Aligarh had good ventilation, but the drainage, in some cases, was very bad. Only 44 houses at Allahabad and 16 houses at Aligarh had pucca or cemented drains. According to the investigators who were asked to base their judgment on certain objective factors like cleanliness, absence of foul smell and general appearance, the interior of 44 houses at Allahabad and 45 houses at Aligarh was good. But the exterior was reported to be very bad in 80 houses at Allahabad and 38 houses at Aligarh. The municipal drainage and general sanitation of streets, where press workers resided, were bad.

Light.—The houses both at Allahabad and Aligarh are mostly single-storied. Enough of sun and light are available in several houses under enquiry. Some of them, which did not have any courtyard, were mostly on the road side and the municipal lane or road served the purpose of a courtyard for the inmates. 43 houses at Aligarh used kerosene oil lamps, while 20 used mustard oil lamps. In Allahabad, one house had electric light, 78 houses used kerosene and 25 mustard oil lamps.

Distance from the place of work.—The workers mostly live within a radius of two or three miles from their factories and they usually walk down the distance. In certain cases, bicycles are used but hired conveyance is not utilised. According to my enquiry, the houses of workers were at distances given in the table below :—

TABLE LXXXIV.

Distance of houses from the press.								Allahabad	Aligarh
$\frac{1}{2}$ mile	..	..	..	..	..	..	..	8	
1 mile	..	..	..	..	..	..	26	11	
$1\frac{1}{2}$ miles	..	..	..	..	..	..	42	13	
2 miles	..	..	..	..	..	..	24	20	
Over 2 miles	..	..	..	..	..	..	12	11	
Total							104	63	

Rent and subletting.—In the private rented houses at Allahabad there is a lot of congestion. In one house, for example, the record figure of 7 children and 13 adults was found in a single-room tenement. This congestion is the direct result of subletting. Married couples do not normally admit outsiders into their dwellings but, in cases of bachelors' quarters, the evil is great. In another house, 12 adult males lived in a small room 8 ft. $\times$ 8 ft. $\times$ 8½ ft. The acute shortage of houses has made subletting a very paying proposition. Sometimes, a sub-tenant pays the same rent as the principal tenant with the result that the latter lives rent-free. Many such cases were brought to my notice during the course of this enquiry. The average rent per room which, prior to war, was hardly two rupees at Aligarh and Allahabad has now gone up to Rs. 4. The incidence of rent in the budgets collected during the enquiry in 1938-39 is given in the table below :—

TABLE LXXXV.

Income in rupees.								Average rent.		
								Rs.	as.	ps.
Below 15	..	..	..	..	..	..	..	1	13	7
15 to 20 ..	..	..	..	..	..	..	..	1	16	4
20 to 40 ..	..	..	..	..	..	..	..	2	10	4
Above 40	..	..	..	..	..	..	..	5	0	7

PART IV.
PATNA.
(Bihar Province).

Seven out of 9 regulated and 6 out of 41 unregulated printing presses were selected at random for an *ad hoc* survey of labour conditions at Patna. The sample covered 722 workers out of an estimated labour force of 1,400.

Employment.

The table given below shows the extent of employment in the sampled units. Figures of employment for 1939 were not available for some of the units :—

TABLE LXXXVI.

Serial number of press	..	..	..	..	..	..	1939	1944
1.	..	..	..	..	..	..	21	87
2.	..	..	..	..	..	..	8	4
3.	..	..	..	..	..	..	6	4
4.	..	..	..	..	..	..	84	56
5.	..	..	..	..	..	..	45	50
6.	..	..	..	..	..	..	69	74
7.	..	..	..	..	..	..	..	43
8.	..	..	..	..	..	..	72	62
9.	..	..	..	..	..	..	7	10
10.	..	..	..	..	..	..	..	8
11.	..	..	..	..	..	..	..	19
12.	..	..	..	..	..	..	..	5
13.	..	..	..	..	..	..	..	300
Total							..	722

Contract Labour.

All workers are directly employed and paid by employers and the system of contract labour, even in the binding section, does not prevail.

Length of Service.

The information regarding the length of service of 210 employees in 10 sampled units is tabulated as follows :—

TABLE LXXXVII.

Length of Service.

0 to 1 year	1 to 5 years	5 to 10 years	Above 10 years	Total
138	47	23	2	210

This table shows that the workers do not stay very long in one press and that a great majority of them have not more than a year's service to their credit in their respective units. Attempts were made to collect

data regarding the length of service in the industry *as a whole* and 158 persons were questioned on this point. The following table gives an analysis of their replies :—

TABLE LXXXVIII.

Length of employment in the industry.	Frequencies.	Percentage.
0—1 year	17	10·76
1—5 years	25	15·82
5—10 years	30	18·99
10—20 years	37	23·42
20—30 years	31	19·62
Over 30 years	18	11·39
Total	158	100·0

Age Distribution.

The table that follows gives the age distribution of these 158 workers :—

TABLE LXXXIX.

Age groups.	Frequencies.
0—15 years	1
15—18 „	5
18—40 „	104
40—50 „	30
Over 50 „	18
Total	158

Mobility of Labour.

The places of origin of these 158 workers are given below :—

TABLE XC.

Place of origin.	Frequencies.
Patna	107
Muzaffarpur	14
Darbhanga	11
Bhaghalpur	7
Madras	1
Bengal	3
Arrah	1
Ranchi	2
Saran	5
Champaran	3
Allahabad	1
Calcutta	1
Benares	1
Dacca	1
Total	158

Permanent and Temporary Workers.

The workers are classified as permanent and temporary in some of the regulated printing presses. The temporary workers are those who are employed for some specific purposes, their services being terminable at the end of the work. They are mostly piece-rated or daily-rated workers. The permanent

employees, on the other hand, are mostly monthly-rated and their services are liable to termination by a notice on either side. In some presses, they are entitled to certain privileges in respect of leave, provident fund, etc. Table XCI shows the statistical information regarding permanent and temporary cadre in 12 of the sampled units :—

TABLE XCI.

Workers.	Permanent.		Temporary.	
	No.	%	No.	%
422	339	80.3	83	19.7

Most of the workers in the regulated presses are classed as permanent. In the unregulated ones they are mostly temporary. It should be noted that this distinction has not much significance in the smaller presses where the management is all in all. On the whole, 80.1 per cent. workers were permanent and 19.9 per cent. temporary.

Apprenticeship.

There is no apprenticeship system in any of the sampled presses, except the one owned by the Local Government. In private presses, workers generally enter in unskilled jobs and are, in due course, promoted to higher and skilled jobs. [23]

Promotions.

There is no system of time-scale promotion in the printing presses in general. However, workers may be promoted to higher grades as and when vacancies arise. The workers' union in one press complained that promotions were a result of favouritism rather than that of merit or seniority.

Absenteeism.

Unregulated presses do not maintain any proper record of daily attendance and it was not therefore possible to find out absenteeism in them. In regulated presses, the absenteeism was 10 per cent. in one press and one per cent. in two presses. In the remaining two regulated presses where statistics were available, the percentages were 3.2 and 6.7. The average absenteeism in all the seven regulated presses comes to 4.3 per cent. Absenteeism in the sowing and harvesting seasons shows signs of a slight increase and, though it goes to 10 per cent. in some presses, the average come to 5.7 per cent. for all regulated presses at Patna.

Labour Turnover.

It was not possible to collect separate figures of dismissals, retirements and voluntary resignations. Retirements are normally not common except in the Government Press and recourse to dismissal is not generally had due to acute shortage of trained labour. Again, it has been seen that turnover is largest among the technical staff. The following table shows turnover in 12 sampled presses for which figures were available :—

TABLE XCII.

Number of sampled units.	Average daily employment in 1943.	Turnover in 1943.	Percentage turnover.
12	422	236	55.9

Figures of employment in 1939 were not available in four printing presses and therefore it is not possible to compare the present turnover with the pre-war figure. 236 persons left service during 1943 out of a total daily employment of 422 persons. This means that 55.9 persons leave employment out of 100 persons in a year. This figure is abnormally high and is due to competition between the various printing presses.

Standing Orders.

Barring the Government press, no other printing press in Patna has any standing orders defining the relationship between the employers and the employed. There are, however, unwritten conventions which are followed and leave, discharge and dismissals are governed by them.

Recruitment.

The most common system of recruitment is to have trained workers through the agency of the existing staff and the wages, etc., are settled by the managers when the work of the new entrant has been examined. The general practice is to offer him wages higher than what he may have been getting elsewhere. A raw and inexperienced person is generally given such wages as the manager thinks fit in view of his ability and education. A very small percentage of workers—inkmen, feeder boys, packers, etc.—are recruited at the press gate.

Labour Officer.

In none of the sampled presses, regulated and unregulated, was there any labour officer and the grievances of the workers were, according to the employers, redressed by the managements concerned.

Wages and earnings.

Normally speaking, there has been no appreciable general increase in the basic wage rates. In one press, however, the management has granted an increase of 18-3/4 per cent. over the pre-war basic rates. In two other presses also, the wages have increased by 25 to 33-1/3 per cent. In one of these three presses no dearness allowance has been given. In two others, the scales of dearness allowance are so low that the resulting earnings do not compare favourably with those of several other presses. Where no increase in basic wages has taken place, workers have been compensated to some extent by a grant of dearness allowance. In the unregulated presses, the wages have been increased to cover, as it is said, the high cost of living due to war. Table XCIII shows the dearness allowance granted by the different sampled units :—

TABLE XCIII.

Serial number of printing press.		Scales of dearness allowance.				
1.	..	..	As. 6 in a rupee earned by a worker.			
4.	..	..	Wages—			
			Up to Rs. 19	..	..	Rs. 7.
			Rs. 20 to 45	..	..	40 %
			Rs. 46 to 100	..	..	33 %
			Rs. 101 to 300	..	..	25 %
6.	..	..	Salary up to Rs. 50	..	..	33-1/3 %
			Rs. 51 to 100	..	..	25 %
Others	..	..	No dearness allowance	..	..	Consolidated pay.

There is no uniformity in the scales of dearness allowance or in the increase in the consolidated wages. In one press, the inferior staff, like coolies, ink

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boys, feeder boys, packers, counters, *daftries*, have been given an increase of 100 per cent. in their wages. In another press, there has been an increase of 25 to 33.1|3 per cent. The machinemen, the compositors, the lino-operators, the mono-operators and the type casters have generally got an increase of about 33.1|3 per cent. while the readers and copyholders have got about 25 per cent. In one litho press, the wages of all employees have gone up by 25 per cent. On the whole, we can say that the wage earners drawing rupees 50 or below have been given dearness allowance or increase in the consolidated pay to the extent of 25 to 40 per cent. No other allowances are normally given to the workmen and the present increase in wages or dearness allowance is said to be a temporary phase for the duration of war.

Overtime work.—Of the 7 regulated printing presses, only one does not do overtime work. In six printing presses, overtime work is *generally* done and paid for at rates specified under the Factories Act. The actual procedure of calculating overtime wages is different in different printing presses. In one, 6 hours of overtime are regarded as equal to a day's work. A worker who does 1-1|2 hour's overtime is thus paid one fourth of the day's wages (actual working hours for each day being 8). In another press, the workers are paid at the rate of 25 to 50 per cent. more per hour of overtime according to the Factories Act. In a third press, the night shift workers are paid more overtime than the day shift workers. The additional 6 hours' work in the night shift entitles the worker to full one day's wages, while to earn the same he is required to do 7 hours' overtime in the day.

Overtime is compulsory only in one press. Where overtime is done, a record is kept either in the attendance register or on separate slips or books and the workers are at liberty to examine the same. Four unregulated presses, out of six, acknowledged that they did some overtime work and that they calculated overtime wages at flat rate.

Deductions.—In the regulated printing presses, no deductions other than those permissible under the Payment of Wages Act are made. In the unregulated presses, however, deductions for bad work are sometimes made. fines are not imposed in 6 out of 7 regulated presses. In one, they are credited to welfare fund which is managed by the press superintendent for the benefit of workers.

Wage periods.—The wage period for all the regulated and unregulated printing presses is the calendar month and wages are paid within 7 to 10 days of the following month.

Regular Closed Days.—The regulated presses generally observe Sunday as the weekly rest day. In the unregulated presses, some proprietors prefer Friday to Sunday as a closed day. Besides all important religious festivals and weekly off days, there are very few holidays granted to workmen in regulated presses. One printing press paid 'idle time' to its permanent employees for a period of 3 months. In two other presses some casual leave on full pay is admissible to workmen. In the Government of Bihar Press, casual, earned and sick leave is admissible to permanent and temporary employees according to the rules of the Local Government. Complaints were, however, made by the Union that leave was not normally granted, when asked for, on the pretext of pressure of work and that adequate leave reserves were not kept.

Analysis of wages and earnings.

Data of wages and earnings were collected in respect of 512 workers employed in the sampled units, both regulated and unregulated. This constitutes 70.91 per cent. of the total employed in the establishments surveyed. The following table shows the average monthly basic wages and net earnings in 10 principal occupations of the sampled units. The total number of workers employed in these occupations was 355 or 46.39 per cent. of the total number of workers employed in the establishments covered and 65.43 per cent. of the number whose data were obtained. Variations were noticeable in the wages and earnings in the same occupations in different establishments and also in the same establishment. The table at Appendix VI gives further details of the position in individual establishments to show the variations in rates.

TABLE XCIV.

Average monthly wages and net earnings in 10 selected occupations of the 13 sampled presses, regulated as well as unregulated.

Serial Number.	Occupation.	Monthly basic wages.			Monthly net earnings.		
		Rs.	A.	P.	Rs.	A.	P.
1.	Compositors	46	15	9	49	0	4
2.	Binders	21	0	4	29	4	10
3.	Distributors	19	12	0	24	15	3
4.	Readers	83	4	8	91	9	6
5.	Machinemen	32	10	6	39	5	5
6.	Lino operators	77	4	5	96	5	4
7.	Coolies	9	15	1	13	0	8
8.	Galleyproof-men	18	6	5	28	12	10
9.	Copyholders	39	12	0	50	12	0
10.	Pressmen	22	8	7	29	2	3

The following table shows the number of persons employed in the selected occupations of the 13 sampled regulated and unregulated presses and percentage of samples of workers taken from each. The basic wages and net earnings given in table XCIV are the averages of the samples taken :—

TABLE XCV.

Serial Number.	Occupation.	Number of workers.	Number in the sample taken.	Percentage of samples to number of workers.
1.	Compositors	131	67	51.14
2.	Binders	48	30	62.50
3.	Distributors	27	19	70.37
4.	Readers	20	17	85.00
5.	Machinemen	30	16	53.33
6.	Lino operators	22	11	50.00
7.	Coolies	17	11	64.71
8.	Galleyproof-men	12	10	83.33
9.	Copyholders	15	9	60.00
10.	Pressmen	13	7	53.86
Total		336	217	64.78

Working conditions.

The working conditions in the Patna printing presses generally do not compare very favourably with several other centres. The workers of one press complained that their building was very inconvenient in all seasons. It was hot in summer, chilly in winter and damp in the rainy season. The building of another press was tolerably good as it was new. In some of the regulated printing presses, the entire ground floor was hopelessly bad and dirty, and proper arrangements for sweeping and cleanliness did not exist. One old building was being used as a press. The binding sections and machine rooms in two presses were intolerably bad and, in a fair number of printing presses, light was not sufficient. The unregulated presses were mostly run in residential houses which were unfit for purposes of a factory. The drainage in the litho presses, where grinding of stone was done, was unsatisfactory and the sanitation was generally very bad.

Barring two regulated printing presses, the others presented a hopelessly congested appearance and, in some, there was not enough space to move about. In a small room 6 ft. $\times$ 6 ft. $\times$ 8 ft., one mono-casting machine was fitted; the atmosphere was choking inside and there was no ventilation. In other presses, generally the mono-casting and linotype casting machines were fitted so close to each other in small rooms that it was difficult to work with sustained speed without serious damage to health. Table XCVI gives the area in the working rooms in 3 regulated printing presses at Patna :—

TABLE XCVI.

Rooms.	Printing Press No. A*				Printing Press No. B.			
	Dimensions.	Area	No. of persons.	Area per head.	Dimensions.	Area	No. of persons.	Area per head.
Press ..	100' $\times$ 50' $\times$ 25'	5,000 sq. ft.	95	52.6 sq. ft.	76' $\times$ 40' $\times$ 20'	3,040 sq. ft.	67	45.4 sq. ft.
Stereo ..	14.6' $\times$ 11.6' $\times$ 10.6'	169.4 sq. ft.	5	33.9 sq. ft.	8' $\times$ 7' $\times$ 10.5'	56 sq. ft.	3	18.7 sq. ft.
Roller casting.	14.6' $\times$ 10.6' $\times$ 10.6's	154.8 sq. ft.	5	31.0 sq. ft.	9' $\times$ 8' $\times$ 10.5	72 sq. ft.	2	36.0 sq. ft.
Lead-casting.	14.6' $\times$ 8' $\times$ 10.6'	116.8 sq. ft.	3	38.9 sq. ft.	9' $\times$ 8' $\times$ 10.5'	72 sq. ft.	2	36.0 sq. ft.

The regulated presses generally prefer one single hall where supervision is strict and workers can be seen at work under the very eyes of the foreman or the manager. Two regulated presses were being run in very big residential buildings in a thickly populated and congested locality. Each section was located in a separate room. The compositors' room was on the second storey and the readers were seated in a verandah. Though the light in the various sections may be said to be satisfactory, the interior of the press did not at all present a pleasant appearance.

*Two presses were in one building as they belonged to the same proprietor.

Table XCVII gives the dimensions of working rooms in some of the un-regulated presses which are usually located in residential houses :—

TABLE XCVII.

	Room No. 1.		Room No. 3.		Verandah		Courtyard.
Press No.	Dimensions and area.	Number of persons working.	Dimensions and area.	Number of persons working	Dimensions and area.	Number of persons working.	Area.
2.	12'×8'×10'—96 sq. ft.	6	..	..	..	..	..
3.	10'×7'×9'—70 sq. ft.	3	8'×8'×9'—64 sq. ft.	3	10'×6'×9'—60 sq. ft.	3	10'×10'=100 sq. ft.
10.	15'×7'×10'—105 sq. ft.	10	..	..	..	..	15'×15'=225 sq. ft.
12.	9'×8'×8'—72 sq. ft.	6	..	..	..	..	12×2'=144 sq. ft.

The courtyard is generally used for washing purposes and the verandah is used mostly by the compositors and the readers.

Only two presses had tiled roofing. The roofs in other cases were cemented. There was sufficient protection against sun but none against the hot winds of May and June.

Shift system.—There is generally speaking a single shift system in the job presses while, in the newspaper presses, there are two to three shifts. There is multiple-cum-overlapping system in one press. The shifts in force are indicated below :—

TABLE XCVIII.

Press Number	Shift.		Rest hour.
	Number of shifts	Duration of each shift.	
1	1	9-30 a.m. to 1 p.m. 2-0 p.m. to 6 p.m.	1 p.m. to 2 p.m.
2	1	9 a.m. to 6 p.m.	½ hour rest in the noon
3	1	9 a.m. to 6 p.m.	½ hour rest in the noon.
4	2	7½ hours each	1 hour's rest in each shift.
3	1	9 a.m. to 7 p.m.	1 p.m. to 2 p.m.
6	4	9 a.m. to 12 p.m. 1 p.m. to 4-30 p.m. 11 a.m. to 2 p.m. 3 p.m. to 6-30 p.m. 9 p.m. to 12 p.m. 1 a.m. to 4-30 a.m. 10 p.m. to 1 a.m.	Do. 2 p.m. to 3 p.m. 12 p.m. to 1 a.m.
7	2	2 a.m. to 5-30 a.m. 10 a.m. to 4 p.m. 10 p.m. to 4 a.m.	1 a.m. to 2 a.m. 1 hour rest. Do.
8	1	9 a.m. to 1 p.m. 2 p.m. to 5-30 p.m.	1 p.m. to 2 p.m.
9	1	9 a.m. to 6-30 p.m.	1 hour rest.
10	1	10 a.m. to 6 p.m.	1 hour rest (Not fixed).
11	1	10 a.m. to 5 p.m.	1 hour rest (Not fixed).
12	1	9 a.m. to 6 p.m.	1 hour rest (Not fixed).

The duration of shifts is generally 7-1/2 to 9 hours and, in some cases, 9-1/2 hours. Barring two presses, where the rest interval extends to only 30 minutes, all other units give a 60 minutes' rest. It was alleged by the representatives of workers that the rest interval was not strictly observed in all units. This was fully corroborated in the course of surprise visits. The position in unregulated presses may be said to be worse. Firstly, they have no fixed rest interval and therefore one cannot find out whether they work in the off hour or not. Secondly, they worked officially for 8 to 9 hours each but my staff found two such presses working at night.

The whole trouble with regard to the unregulated printing presses is that they are more often than not residential houses where the proprietor himself lives. Again, the workers are either closely related to the proprietor or are indebted to him. They did not therefore disclose the real state of affairs and it was by visiting a large number of presses, sampled and otherwise, that the real state of affairs came to be known. There is no limit on their working hours.

Rest Shelters.—In none of the printing presses was there any rest shelter provided to the workmen, who naturally spend their rest period under the shade of trees or in the working rooms.

Welfare activities.

Though Patna is fairly hot in summer, yet only in one regulated press did my investigating staff across any fans or adequate washing and bathing facilities. In 5 printing presses, there are wells or taps which are utilised by the workers for taking baths or quenching thirst. The position in respect of other facilities is given in the table below :—

TABLE XCIX.

Press Number.	Water Supply.	Latrines.	Urinals.	Washing and bathing facilities.	Remarks.
1.	One tap	2	Nil	Nil	
2 & 3	Nil	Nil	Nil	Nil	
4.	Two taps	2	1	Yes	
5 & 6	One well	2	Nil	Nil	
7.	One tap	2	Nil	Nil	
8.	Two wells	2	Nil	Nil	one well was not in use.
9.	Nil	Nil	Nil	Nil	The water-carrier brings water when required.
10.	Nil	1	Nil	Nil	Do.
12.					

In the printing presses where tap or well is not available, water is supplied by a water carrier or is brought from the municipal tap by one of the coolies. In almost all printing presses there were earthen jars kept for the supply of water for drinking purposes. Iced water was not supplied anywhere. Almost all the latrines were found to be extremely dirty and, even in regulated presses, they were not properly whitewashed or tarred. This is the most neglected side in all presses.

There are no separate bath-rooms or wash basins for workmen and soap is not supplied in 4 out of 7 regulated presses. Needless to say that soap

is not provided in any unregulated press. The workers generally wash their hands with mud. Nail brushes are conspicuous by their absence in all units.

Dispensaries and hospitals.—No dispensaries or hospitals are provided by any employer. The Government Press workers utilised the Gulzarbagh General Dispensary, but they were not satisfied with it.

Canteen.—There are no canteens anywhere. Nor is there any provision for the supply of tea or light refreshments on the premises of different presses. The workers generally utilise the tea stalls in their vicinity.

Education.—Only one regulated press has made some arrangement for the education of the children of the employees.

Creche.—As no printing press employs any women workers, the necessity for a creche does not arise.

Grainshop.—There is no grain shop in any of the sampled units.

• Trade Unions and Strikes.

Only one trade union—Government of Bihar Press Workers' Union—is in existence. The membership is confined to the staff of the Government Press and workers are themselves the office-bearers.

No strike of any importance is reported in any of the concerns under enquiry though the relations in some units were rather strained.

Safety Acts.

Seven out of the 13 printing presses under enquiry came under the Factories Act. The provisions regarding the daily and weekly hours of work and rest intervals were not followed in some cases. Abstracts of the different legislative enactments affecting labour were not properly posted in many of the units. The details of the visits of the Factory Inspectors to some of the regulated presses are given below :—

TABLE C.

Serial no. of printing press.	Frequencies in										
	1944	1943	1942	1941	1940	1939	1938	1937	1936	1935	1934
1	2	1	1	1	1	1	2	1	2	1	2
8	3	3	5	1	3	2	5	2	6	5	3
4	2	4	3	2	3	2	2	1	1	1	2
13	1	1	1	1	1	1	1	1	1	Not available.	
Total	8	9	10	5	8	6	10	5	10	7	7
Average	2.0	2.25	2.5	1.25	2.0	1.5	2.5	1.25	2.5	2.3	2.3

The manager of one regulated press refused to show the factory inspection book to my investigating staff. On going through the inspection books, it appears that about 75 per cent. of the remarks relate to the guarding of belts and pulleys, the cleanliness of the press as a whole or certain sections of the workrooms. In 2 printing presses, the absence of the drinking water facilities have been adversely commented on. In two others, the records of overtime work were not properly maintained. The abstracts of the various Acts were not displayed in certain presses. Children were employed in certain presses against the provisions of the Factories Act. Some workers in one

press were found working on Sunday, without any notice of substituted holiday being given under section 35 of the Factories Act. Similarly, in the same press, notices of the period of work of adults in prescribed forms were not displayed.

The provisions of the Electricity Act are generally complied with. In respect of the Payment of Wages Act, there were general adverse remarks by factory inspectors. Regarding the Workmen's Compensation Act it was pointed out that, in certain cases of non-fatal accidents, compensation was not paid. It is quite strange that there have been no accidents in the printing presses in spite of unguarded machinery in several cases.

The workers are not provided with adequate washing facilities. The cases of lead-poisoning have not been reported by any unit.

Provident Fund, Pensions & Gratuities.

Of the 7 regulated units, only two have provident funds. Every permanent employee in one concern is eligible for the membership of the fund. The member's contribution is 1/16th of his wages, the employers contributing an equal amount. In the other concern, Government General and Contributory Provident Funds are open to the staff. In addition, there are provisions for pensions and gratuities. The press workers' union complained that certain workers are kept on the temporary list for a long time and that they thereby suffer at the time of pension. It was also alleged that great delay generally takes place in disposing of pension papers, causing great hardship to the workers at the time of their retirement.

Civil condition.

According to a short sample enquiry into the civil condition of 158 workers it was found that 117 of them were Hindus, 36 were Muslims, 3 Christians and 2 others. A very large percentage of them were literate. Some workers in the readers' sections were even graduates. The copyholders were mostly matriculates. The compositors and distributors had read generally upto the middle standard though 4 of them, in the sample, were found to be matriculates. The machinemen and ink boys did not know English but had some schooling in the language of the province. According to my enquiry 149, out of 158, persons, were literate.

Marital condition and dependants.

Only 8 persons, out of 158, were unmarried, 7 were widowers, the rest were married. The following table gives the classification of married workers according to the number of their children :—

TABLE CI.

Children.									Number of workers.
Nil	..	..	..	..	..	..	..	..	2
1	..	..	..	..	..	..	..	..	55
2	..	..	..	..	..	..	..	..	62
3	..	..	..	..	..	..	..	..	16
4	..	..	..	..	..	..	..	..	7
5	..	..	..	..	..	..	..	..	5
6	..	..	..	..	..	..	..	..	2
7	..	..	..	..	..	..	..	..	1
Total ..									150

Besides children, there are also other dependants, aged parents, unmarried sisters and brothers, widowed daughters, nephews or nieces. Domestic obligations are pretty large and as many as 10 dependants are being supported by some of the workers. For purposes of my investigations, those who have no source of personal income and are dependant for their food, clothing and shelter on the worker have been taken to be his dependants. The following table shows the number of dependants in respect of the 158 workers investigated in my sample enquiry :—

TABLE CII.

Dependants.	Frequencies*
1	7
2	25
3	24
4	42
5	22
6	15
7	10
8	6
9	5
10	2
Total ..	158

Indebtedness.

An enquiry into the nature and extent of indebtedness of these 158 sampled workers revealed a very unsatisfactory state of affairs. The most important cause of indebtedness has been the unduly large expenditure on day-to-day domestic requirements due to increasing prices. Cases were brought to my notice of unskilled press workers taking to rickshaw pulling in their off hours and of technical staff taking to double employment. Some readers in a press actually coached students for different examinations. It is no wonder that, of the total indebtedness, 43.6 per cent. is due to domestic needs. The other important cause of indebtedness is the expense on marriages. This forms 36.1 per cent. of the total debt. Normally a young man spends not less than Rs. 300 to Rs. 400 on marriage on a very modest estimate and, since marriage is universal, indebtedness on that account is also universal.

The following table shows the total amount of indebtedness among sampled workers due to various causes :—

TABLE CIII.

Causes.	Amount in Rs.	Percentage.	Remarks.
1. Marriage	9,300	36.1	
2. Sickness	775	3.0	
3. Death	1,455	5.6	
4. Purchases of land	350	1.4	
5. Domestic needs	11,243	43.6	
6. Ancestral	575	2.2	
7. Litigation	300*	1.2	* One case only.
8. Miscellaneous	1,774	6.9	
Total	25,772	100.0	

* Including children as units.

Thus, the average per capita debt comes to 163.1 rupees.

Interest.—The rate of interest charged differs both with the debtor and the agency of debt. In the case of workers with small credit, the rate of interest naturally is high and goes in certain cases to 75 per cent. It varies normally between 18 and 25 per cent. The press workers usually resort to the *Mahajans* though some of them fall under the clutches of the *Sikh* or the *Pathan* money-lenders who charge one anna to three annas as interest per rupee per month.

Housing.

Simultaneously with the survey of labour conditions of the press workers at Patna, attempts were made to collect actual housing data. From Patna Junction to Patna City Station, the whole area was divided into 4 regions and 15 houses in each region were investigated at random. This gives a sample of 8.3 per cent. of the workers under enquiry.

The common house at Patna is a poor masonry structure with a small courtyard in the middle. There are normally verandahs on three sides of the courtyard with one room behind each verandah. Another feature of the houses is that the ceilings are hopelessly low. At places they were found to be six feet only. The verandahs are mostly tile-roofed and are so low that one cannot stand erect at places. Each single room or double room may be in the occupation of one tenant. Thus, there may be 2 to 3 families living in one house or, in other words, each house may have 2 to 3 tenements. In my survey of housing, only one tenement in each house was visited so that the data collected may represent the condition in 60 different houses. The tenements are mostly two-roomed. The following table gives the distribution of tenements on the basis of rooms :—

TABLE CIV.

One room tenements	..	..	..	..	13
Two room tenements	..	..	..	..	26
Three room tenements	..	..	..	..	16
Four room tenements	..	..	..	..	3
Over 4 rooms	..	..	..	..	2
Total					60

The 3 and 4 room tenements were generally self-owned houses, occupied by the owners themselves. The congestion in these houses was naturally the lowest. In the rented houses, the position was rather bad. There were 2 single room tenements with as many as 15 occupants. In 3 single-room tenements were found goats living with the tenants. In 5 self-owned houses, there were cows and buffaloes tied in separate rooms. Generally, all self-owned houses and a few rented ones had wells in them. Ten houses out of 60 had hand pumps while 25 had wells. Five houses had water taps exclusively for their own use while in twenty houses the people utilised the municipal taps in common with persons of the locality. The total number of occupants in the 60 tenements visited by the investigators were 264 adults and

161 children i.e., 425 heads in all giving an average of 3.2 occupants per room. The average size of room is 10.2 ft. $\times$ 8.3 ft. $\times$ 7.9 ft. which gives the floor space of 84.66 square feet per room or 26.5 square feet per occupant. Besides habitable rooms, there were verandahs in 47 tenements, 10 of which were in the exclusive use of occupants while 37 were used in common with other persons living in the same house. These verandahs were being used as kitchens or sleeping rooms. Only 15 houses had separate kitchens and 4 separate store rooms. As many as 45, out of 60, houses had courtyards. The common size would be 8 ft. $\times$ 8 ft.

The general sanitary condition was very bad because in 44, out of 60 houses, the floor was *katcha*, where cattle or goats were housed and the entire interior was consequently intolerable. Besides being awfully dirty, the houses gave out foul smell. Only 16 houses, mostly self-owned, had *pucca* flooring. In 9 cases the floor was cemented, and in 7 it was bricklaid. The walls in 43 houses were semi-*pucca*. In 17 houses walls were completely of bricks.

Light and Ventilation.—There was no ventilation in 23 houses, i.e., no window or sky hole or any other opening except a single door which served both as entrance and exit for the room. What was worse was that this door was hardly 5 feet high in a large majority of houses. The result was that fresh air or light could not enter these houses. 37 houses were found to have some windows and sky holes. In 10 houses with *pucca* roofing, there were ventilators and windows with glasses while 6 houses with mud-roofing had no ventilation. The light in some of the tenements was hardly sufficient. None of the houses visited had electric light. 31 houses used kerosene and 29 mustard oil lamps.

Drainage.—41 houses had *katcha* drains and only in 19 houses were drains constructed of bricks. Most of the houses were damp.

Distance from the places of work.—Each tenant was questioned as to his place of work and the distance of his residence from the same. The following table summaries the information :—

TABLE CV.

Distance from the place of work.							Frequencies.
Within half a mile	..	..	..	..	..	..	15
$\frac{1}{2}$ mile to one mile	..	..	..	..	..	..	19
1— $1\frac{1}{2}$ miles	..	..	..	..	..	..	13
$1\frac{1}{2}$ —2 miles	..	..	..	..	..	..	7
2—3 miles	..	..	..	..	..	..	4
3—4 miles	..	..	..	..	..	..	2
Total							60

The workers use either bicycles or walk down the distance. Those living close to their places of work enjoy their noon off at their houses.

Latrines.—All the self-owned houses and 21 rented houses (in all 49 houses) had latrines in them. In 23 cases, the latrines were used in common with other families. They were all on 'drop' system and were awfully dirty. The workers preferred to go to the open fields to ease themselves.

Since very early days, the tendency has been for the industry to expand more in the direction of small units rather than in the form of well-organised and well-equipped bigger establishments. The reason is that, as the initial cost of such enterprises was small, a large number of small presses were set up in dark and dingy apartments of residential buildings with one or two treadle machines. The number of registered factories does not give any indication of the size of the industry or the extent of employment. It appears from a Government report for the year 1915 that, though the number of registered factories was only 24, the number of unregistered factories in Calcutta alone was in the neighbourhood of 300. Even today, the number of unregistered presses in Calcutta alone would be in the neighbourhood of 1,000. It must be mentioned here that, in most of the small towns, there are on an average about 5 to 6 unregulated printing presses. Taking all these into account, the approximate number of unregulated printing presses in Bengal would be about 1,500. The existence of such units is one of the causes for comparatively low wages in the industry in spite of the fact that here almost all the jobs presuppose some education and a relatively higher degree of skill than in most of the other industries in the province. The existence of small units and undecutting by them has been one of the serious limitations on the expansion of the industry on modern and economic lines in the shape of bigger establishments. The introduction of linotype has almost revolutionised the printing trade but the unregulated units still hold their own and even offer a serious problem to the regulated units. Long hours, low wages, with a very large percentage of child or juvenile labour in the unregulated factories and their consequent lower costs have made it difficult for the regulated units to compete with them. As the unregulated units are a drag on the progress of industry, the conditions of work and employment could only be improved by bringing them under the purview of the Factories Act.

The following classifications are based on an analysis of the specific types of job undertaken by each unit in the printing industry :—

- III. Miscellaneous, including type foundry, card-board box and straw-board factories.

TABLE CVI.

Type.	Number of men employed.
I—Newspaper presses	770
II—Printing	5,149
<i>Miscellaneous.</i>	
III—Type foundry	32
IV—Cardboard box	227
V—Strawboard box	27
Total ..	6,205

It appears, therefore, that the majority of workers belong to printing presses proper. The figures of employment, it may be noted, refer only to the regulated units. An estimate of employment in the unregulated concerns in Bengal is 7,500. Apparently, the volume of employment in unregulated factories is greater than in regulated units.

Recruitment.

From the point of view of the principles of recruitment, the workers may be classified as

- I. highly skilled,
- II. skilled, and
- III. unskilled.

The highly specialised workers are the mono and lino operators. At present, only a very limited number of presses are able to undertake this specialised printing with the result that the supply of these categories is strictly limited. The usual method of recruitment is therefore an offer of rates of wages higher than those in rival units. A second method has been the recruitment of untrained or partially trained men as lino or mono attendants at rates of wages definitely lower than those earned by the full-fledged lino and mono operators. On attaining sufficient skill and efficiency, they prove to be capable lino and mono operators. But, in fact, even on attaining skill and efficiency rarely are they so placed. Occasional increments are allowed—a practice designed to remove any discontent or grumbling they may have. It may be observed that specialised printing being still in a nascent state in the province the demand for this category of workers is obviously limited.

For the second category of workers, which comprise compositors, proof readers and treadle machinemen, the regulated concerns have usually to depend upon the unregulated units, which have been the training ground for such workers. Any vacancy for this type of labour is made known to the workers of the unregulated units through their own operatives or by circulation of hand bills or by pasting notices at the busy centres of the city.

Purely unskilled labour being fairly adequate in supply, recruitment is generally made at the gate. But the actual method of recruitment differs from unit to unit and again from occupation to occupation. The larger units follow, owing to their superior financial position, the method of selecting candidates through press advertisement; but the smaller ones, unable to stand the incidental delay and expense, usually get the requisite labour through their operatives or by putting up a notice at the gate. Generally speaking, this may be regarded as a common method. One concern has recruited its entire labour force through a contractor who himself is a skilled and experienced worker in the line. Recruitment through intermediaries is, however, an exception rather than the rule.

Apprenticeship.

The large number of unregulated printing presses, which have come into being in recent times, have been the training grounds of new hands in different jobs. This refers particularly to compositors, machinemen and treadlemen. But, in the absence of any regular system of apprenticeship, acute shortage of highly specialised workers, like lino and litho operators, is being felt. The introduction of monotype printing would do away with the

processes or jobs of type-casters, distributors and compositors. This branch of printing has an assured future, and the need for a regular system of apprenticeship in this direction can hardly be overestimated.

Of the sampled units, only three train apprentices. Of these, again, one has virtually discontinued it in recent times for want of candidates. The practice in the other two concerns is unsatisfactory in that little uniformity or definiteness is observed as to the period of training and the rate of pay or allowances of apprentices.

Labour Turnover.

Labour turnover in the industry is not as high as in other major industries like Jute, Cotton and Engineering. From the comparative figures available from 16 units, the rate of turnover appears to be the same in 1943 as in 1939.

TABLE CVII.

Total Number of sampled units which supplied the data.	1939			1943		
	Average daily no. of workers.	Number of workers who left.	Percentage.	Average daily no. of workers.	Number of workers who left.	Percentage.
16	10,863.34	237	2.18	9,718.97	212	2.18

One feature worth mentioning is an increase in voluntary quits in 1943 with a corresponding decrease in discharges. This is indicated by the following table showing the percentage in each category in 1939 and 1943 for 22 of the sampled units :—

TABLE CVIII.

Nature of turnover	1939		1943	
	Total number.	Percentage of the total.	Total number.	Percentage of the total.
Dismissal	2	0.75	5	2.01
Discharge	84	31.34	60	24.10
Voluntary	182	67.91	184	73.89
Total	268	100.00	249	100.00

Absenteeism.

Comparative figures of absenteeism in 1939 and 1943, which were available only for 20 units, are shown below :—

TABLE CIX.

Year.	1939			1943		
	Total man-days	Man-days lost	Percentage loss	Total Man-days	man-days lost.	Percentage loss.
20	5,74,732	42,430	7.38	5,62,113	50,289	8.95

The table shows that the percentage loss of man-days in 1939 was 7.38 as against 8.95 in 1943. Some workers, after a considerable period of absence, do not return at all. These absentees should properly be shown under labour

turnover. The desired degree of accuracy was not observed in the figures available as the records are, without exception, maintained with the minimum of care and attention.

The higher rate of absenteeism, at present, is partially accountable to the ill-nourished and debilitated health of the operatives. It is also due, to a certain extent, to workers doing job work for one or two days in unregulated presses at an enhanced rate of wages. The workers occasionally absent themselves from duty immediately after the payment of wages and on Mondays. Some presses have tried to check this by refusing to pay wages for Sundays unless a worker is present on preceding Saturday and succeeding Monday.

No sharp distinction is observed as regards authorised and unauthorised absence except in four sampled units.

Effect of War.

The present war has affected the printing industry rather adversely. This will appear from a study of the number of persons employed. The average daily number of men employed in 19 samples in August 1939 was 2,381 as against 2,254 in January 1944, showing thereby a shrinkage in employment by about 5.33 percent. The slow expansion of the industry is also indicated by the figures of accession, in relation to the number of quits, available from 12 units.

TABLE CX.

1939		1943	
No. of quits	Number of accession	No. of quits	Number of accession
214	198	204	216

The reduced employment may be attributed mainly to the stoppage of importation of printing machinery from abroad and acute shortage of paper and printers' ink.

The extent of employment in 27 individual units may be seen from the following table showing the frequency on the basis of the number of workers employed :—

TABLE CXI.

Number of workers.						Number of samples.	Percentage to the total.
Upto 20	..	..	..	..	..	9	33.33
21 to 50	..	..	..	..	..	9	33.33
51 to 200	..	..	..	..	..	6	22.22
201 and above	..	..	..	..	..	3	11.12
Total						27	100.00

It appears that 33.33 percent of the total number of samples investigated employ a daily average of 20 or less each, while an equal percentage also employ men between 21 and 50 each. It follows, therefore, that the majority of the printing concerns are daily employing 10 to 50 workers on an average ; the larger sampled units employing more than the daily average of 201 workers are only three. These, owing to their stability and even flow of business, maintain a high level of employment more or less unimpaired. Comparative figures of employment in these sampled units are given below :—

TABLE CXII.

Sampled units.	August 1939.	January 1944.	Percent increase (+) or decrease (—)
No. 1	667	734	+10·04
No. 2	200	214	+7·00
No. 3	421	329	—21·85
Total ..	1,288	1,277	—0·85

The decline in employment in the third press is not to be taken as symptomatic of a normal phase. It is a purely temporary phenomenon brought on by the present shortage of newsprint.

Permanent and Temporary Workers.

Workers are classified into permanent and temporary categories in 9 units in which 17 per cent. of the workers are temporary and 83 per cent. permanent, out of an aggregate strength of 1,406. The privileges normally enjoyed by the permanent workers are membership in provident funds, if any ; medical and privilege leave with pay, due notice of discharge (varying from 15 to 30 days) and participation in efficiency or annual profit bonus. The remaining units have no such classification.

Labour in the printing industry may be regarded as fairly stable. This is because of the specialised nature of the work and the reluctance of press workers to adapt themselves readily to alternative occupations and the fact that they are mostly local men, drawn mainly from non-agricultural classes.

The following table indicates the distribution of workers of 24 sampled units on the basis of their length of service :—

TABLE CXIII.

Length of Service.	Number of workers.	Percentage to the total.
Between 0 and 1 year	439	22·46
Between 1 and 5 years	54	2·76
Between 5 and 10 years	394	20·16
Over 10 years	1,068	54·62
Total ..	1,955	100·00

The table shows that as many as 54·62 percent. of the workers employed have a length of service of over ten years, an indication of a fair degree of stability of service. Only about 2·76 percent are within 1 and 5 years of service. This is due to the fact that those who fail to fit themselves in their vocations within a reasonable period leave off early to try their luck elsewhere.

Women and Children.

In none of the regulated units surveyed was there any woman or child worker employed in January 1944. A very small number of concerns was found to have employed a few juvenile workers in 1939. It

may be pointed out that the employment of children or juvenile workers is a regular feature of the large number of those unregulated printing presses which have appeared in recent times.

Contract Labour.

In the units surveyed, contracts for binding of books are given to book-binders. The binding work is thus done in the small shops of book binders of *Machhuabazar* area where, for ages together, the art of book-binding has been passed on from generation to generation among a particular class of people, mostly Muslims. Very little outside labour is employed by them. Generally, the head of the family with the grown-up juveniles and children carries on the trade. Very little, if any, machinery is used, most of the work being done by hand. The binding work may also be given to a contractor working with his men in the press itself.

Time and Piece Rate.

Duffries are generally paid on piece-rate basis while almost all other workers are paid on time-rate basis. It has been further noticed that, in some of the presses, compositors and lino operators, etc., are on piece rates though, for the purposes of calculation of leave, wages, etc., some basic time-rate wages are shown against their names in the wage register.

Wages and Earnings.

In all Government printing presses the number of posts in each occupation and their scales of pay are fixed by the authorities responsible for the administration. These rates cannot be raised by the officers who are actually in charge of the concerns. In most cases, the posts in particular occupations are graded.

Many privately owned presses reported that they had fixed rates of pay but enquiries made personally go to show that, in the majority of such cases, vacancies are not filled on the rates previously in force but at market rates which are influenced by personal efficiency, demand and supply of the type of labour required and rates prevalent in other presses.

Dearness and other Allowances.—Besides the basic wages, dearness allowance has formed an important part of the gross earnings in recent times. With the solitary exception of one press, dearness allowance at varying rates is allowed in the remaining units surveyed to compensate workers partially for the steadily increasing cost of living. Generally speaking, no principal is consistently followed in the matter.

In some units, dearness allowance is given at a flat rate irrespective of attendance or the rate of pay drawn while, in others, rates have been arbitrarily graduated with reference to different wage-groups. In two presses, the workers get dearness allowance at rates sanctioned by the governing authorities. Only three units grant dearness allowance on the basis of fixed percentages of wages earned. One unit is found to make a discrimination in this matter by classifying its men as good and ordinary workers. For example, while the supposedly good workers are allowed a dearness allowance of Rs. 13/- p.m. the rest are paid at the rate of Rs. 8/- p.m.

No usual condition is attached to the payment of dearness allowance which is generally related to the number of days worked by a particular worker. Along with the grant of cash dearness allowance, some of the units extend the facility of cheap grains to their workers. Only the bigger units numbering

about six have grain shops for the supply of rice, *atta*, wheat, sugar and salt. Of these, only four concerns have arranged for the supply of these articles at subsidised rates. One press, instead of offering the facility in kind, grants a cash subvention of Rs. 5½ p.m. to all workers.

Bonuses.—Only 12 sampled units grant some sort of bonuses—profit, production, attendance or *pujah* bonus—the last being more common. Two of these deserve a special mention as the bonuses allowed by them are the highest. While one grants profit bonus equivalent to two to three months' pay to each worker, the other gives three months' pay as bonus to all who have put in three or more than three months' continuous service. Attendance bonus, equivalent to one month's wages, is allowed only by one press for "no absence, no late". Again, one unit alone paid in 1943 four types of bonuses—(1) annual profit, (2) production, (3) *pujah* and (4) bonus in lieu of cheap ration, at the rate of one month's pay to each worker on each occasion. The more common feature is the grant of *pujah* bonus at rates varying between one-half and one month's pay to each worker subject to loyal and efficient service.

Overtime.—Press labour in Calcutta has not many opportunities of supplementing its basic wages by overtime work. Two of the samples do not work overtime at all, while it is always voluntary in all excepting two presses. The basis of calculation as well as the rate of payment for overtime vary from unit to unit. Additional complications arise out of the fact that the normal daily working hours beyond which overtime commences vary from unit to unit as well as from department to department within the same unit. It should be pointed out, however, that overtime in most of the private concerns should better be termed as nominal overtime rather than legal overtime and the payment for it as 'payment for extra work' than 'overtime wage' as the scheduled hours of work in most cases fall short of the legal maximum.

In one press, overtime work is usually discouraged but, in the absence of regular employees, their work is completed by other off-duty men. For this extra work they are paid at a slightly enhanced rate, the basis of calculation being that six hours' actual work entitles a worker to wages for seven hours which is a normal working day.

It is customary with some concerns to allow overtime work early in the morning before the commencement of the normal work, in the afternoon and at night. The rate of concession or payment for extra work varies according as it is done in the early morning, afternoon or at night. At one sampled unit, 5 hours' work in the morning, 4 hours in the afternoon and slightly less than four hours at night are each treated for purpose of payment, as equivalent to one normal day of 7 hours in some sections and 6 hours in the linotype department. Similarly, in another press, 2 hours' overtime work before 10 a.m., 2½ hours' work after 5 p.m. and 2 hours work after 8 p.m. are each counted as half a day for purpose of overtime payment. In a third press, there is a scheduled period of overtime work for each shift and rates of overtime wages have been graduated with reference to different wage groups to which the workers belong. This is shown below :—

TABLE CXIV.

Period of overtime.		Rate of overtime payment.	
Shift.	Hours of work.	Wage group.	Rate.
			Rs.
A.	1-30 p.m. to 5 p.m. ..	Upto Rs. 25 p.m. ..	0-2-6 per hour.
B.	5-30 p.m. to 9 p.m. ..	.. Rs. 25-8 to 30 p.m. ..	0-3-0 per hour.
C.	7-30 p.m. to 11 p.m. ..	.. Rs. 30-8 to 35 p.m. ..	0-3-6 per hour.

A distinction between ordinary and special overtime is found in another press. This is based on a classification of workers into '8-hour, 9-hour and 10-hour men.' Special overtime commences for 8-hour men after 10 hours' work on any day of the week and for 10-hour men after 10½ hours' work on all week days and 7½ hours' on Saturdays. Again, the rates of overtime wages vary according as the workers are on time or piece rates. Time-rated men receive 1½ times the hourly rate for ordinary overtime and 1½ times their hourly rate for special overtime. Piece workers, if employed on class rates, receive class rates plus 25 percent for ordinary overtime and class rates plus 50 percent for special overtime. Piece workers when engaged on piece rates receive piece rate plus 25 percent of the class rate for ordinary overtime and piece-rate plus 50 percent for special overtime.

'Overtime' is usually paid for at the end of the wage-period. One unit pays 'overtime' wage immediately after the work is finished. A special overtime register is maintained only in one sampled unit which issues slips to each worker working overtime.

Wage Periods and Waiting Periods.—Payment of wages is made monthly in all units excepting one where time-rate workers are paid monthly and piece-rate workers weekly. The waiting period varies between 3 and 7 days. Apparently, therefore, all the sampled units comply with the provisions of the Payment of Wages Act.

Money Advances.—Information relating to the grant of occasional advances against wages was secured from 100 units in the province. Out of these, 16 concerns advance money to their workers to meet expenditure on festivals, *shradh*, medicines or the purchase of assets like land or buildings. Advances are usually taken by workers to meet their domestic needs. No interest is paid on advances which are recovered through deductions from pay.

Standing Orders.

There are generally no rules or standing orders governing the conditions of service of workers. The Government presses alone have written rules prescribing the hours of work, conditions of leave, holidays and pay and general conduct of workers, while on duty. One private concern has also drawn up some rules governing the conditions of work and payment for the workers:

Fines and Deductions.

Normally, deductions from the wages of the workers are made on very rare occasions, only the threat of fines being widely used to reduce carelessness and wastage. Three presses have, however, a fine-fund for each and the amount outstanding varies from 8 annas to Rs. 2,236-15-9, the maximum amount representing the fine-fund of the Government of India Press. The fund, according to the management, is always spent on welfare activities, specially sports and medical aid.

Long-Term Benefits.

Provident Fund.—Out of 125 units surveyed in this respect in Bengal, only 17 maintain provident funds for their workers—the provident fund institution in each being duly registered. The terms of membership, contribution of the workers and the employers and method of investment are generally governed by a board of trustees elected from time to time by the members at annual general meetings. In the Government presses, the general provident fund and contributory provident fund rules are issued by the Central and the Provincial Government as the case may be. In all except two presses, membership to the provident fund is compulsory for workers drawing more than a certain minimum. This varies from unit to unit. For instance, while one unit sets the minimum at Rs. 25 p.m., three units fix it at Rs. 30 p.m., Rs. 20 p. m. and Rs. 15 p. m. No minimum has been fixed for the employees of the Calcutta University Press, all wholetime and permanent employees being compulsory members. In all cases, membership ceases with the termination of service by retirement, resignation, discharge or death. The rate of contribution of the workers is generally $6\frac{1}{4}$ per cent. of the pay while an equal amount is also contributed by the employers. But in the case of one press, the employer's contribution is $1\frac{1}{3}$ rd. of that of the workers. Another press shows a system of graduated rates of contribution by the workers and the employer which are as follows :—

Workers' Contribution.—“(1) Members whose monthly substantive pay is Rs. 36 and over shall contribute at the rate of one anna per rupee of their substantive wage.

“(2) Members whose monthly substantive wage is Rs. 31 to Rs. 35 p.m. shall contribute at the rate of half an anna per rupee of their substantive wage.”

Employers' Contribution.—“(1) At the rate of one anna for every anna contributed by a member of the above category (1).

“(2) At the rate of one anna and a half for every half anna contributed by a member of the above category (2).

“(3) At the rate of two annas per rupee of the substantive wage drawn by a member getting less than Rs. 31 p. m. who himself has no contribution to make”.

The amount of provident fund is generally invested in approved securities and post office cash certificates and the rate of interest allowed varies between 2 and 3 per cent.

Conditions attached to the payment of employers' contribution of the provident fund vary from unit to unit and are laid down in rules governing the payment of employers' contribution. Generally speaking, only on grounds of gross misconduct, dishonesty, or fraud on the part of the member resulting in his resignation or dismissal does a member forfeit all claims to employers' contribution. In case of death, the appointed assignee or the legal heir is paid the amount standing to his credit.

Gratuity and Pension.—Another form of long-term benefit has been the grant of gratuity or pension after a long period of faithful and efficient service. Out of 125 units, that were considered in this connection, only 8 grant

gratuity to their workers, while only 7 have a pension system. In one press, however, the system of gratuity was in existence prior to the setting up of the provident fund institution. It appears that the payment of gratuity is essentially in the discretion of the employers and, as such, no well-defined principles are found to exist. For instance, while one press offers a gratuity of 6 months' pay to a worker on retirement, another allows only 2 to 3 months' pay. But the offer is not open to all workers. Only a handful of remarkably loyal and efficient workers are given any gratuity on retirement after a long and continuous period of service.

The system of pensions, where it exists, is also equally ill-defined and haphazard and is open to 2 to 5 workers only among the whole lot. The rate of pension is generally $\frac{1}{3}$ rd or $\frac{1}{4}$ th of the pay drawn by the worker at the time of retirement. In one press, there is a pension fund to which all workers contribute at the rate of 2 pice per rupee of the basic wage. Out of this fund, pension is granted to a worker on retirement after 25 years' service. A worker forfeits all claims to pension for misconduct, misbehaviour or fraud. But if he leaves his job for any reason except fraud or misconduct before becoming eligible for a pension or gratuity, he receives his contribution to the fund in full. The pension system as found in two sampled units can only be called 'casual' in character as it is entirely a matter of discretion of the employers and not a matter of right of the workers. One or two persons are casually rewarded a pension of about 25 per cent. of their basic wages. The pension system is thus not a regular feature of the industry.

Co-operative Credit.

Three concerns have co-operative credit societies. In one, the membership is open to the employees and every member has to pay an entrance fee of 8 annas and hold at least one share. Membership ceases on expulsion, bankruptcy, death, insanity and resignation of the member or for any other reasons which, in the opinion of the committee of management, bring about the termination of membership. No member is however allowed to hold more than a maximum of $\frac{1}{5}$ th of the subscribed share capital of the Society or Rs. 1,000 whichever is less.

The liability of the members is limited. Loans for *bonafide* purposes are granted at a uniform rate of simple interest to be determined from time to time by the general meeting but this is not to be less than 5 per cent. and not more than 10 per cent.

At the close of each working year of the Society, 25 per cent. of the net profits are remitted to the reserve fund and the balance is, with the previous sanction of the Registrar, distributed as follows :—

(a) A dividend on the shares at a rate not exceeding $12\frac{1}{2}$ per cent. on the amount paid.

(b) The balance may be carried to the next year's account or may be employed in such manner as may be determined by the general meeting.

A fourth press has a staff benevolent fund out of which loans are granted to workers for emergencies without interest or at nominal interest, usually 3 per cent. per annum.

Labour Laws.

While the larger sampled units could present records showing the dates of visits of the Inspector of Factories and his remarks, the smaller ones rarely maintain any inspection book. On the whole, the visits of the Inspector of Factories have been very few and far between, some of the units remaining uninspected for about a couple of years or so. Excepting the Payment of Wages Act, none of the other Acts (Workmen's Compensation, Electricity Act) are in effective operation. Maternity Benefit Act, however, does not apply at all as there is no female labour. Obvious violations of the provisions of the Factories Act in respect of safety and sanitation were detected, which can only be removed by stricter supervision by the inspecting staff.

Shifts, Working Hours and Leave.

Shifts.—Almost all the units surveyed work single shifts. Only the newspaper presses work 3 shifts each. Among the big private presses, only one works 3 shifts. The Government presses work two or more shifts a day according to circumstances. No cases of overlapping shifts have been reported.

Working Hours.—The weekly working hours vary from unit to unit. These ranged between 33½ and 55½. The frequency of the units on the basis of weekly working hours is shown in the following table :—

TABLE CXV.

Weekly working hours.						Number of cases.	Percentage to total.
33·5—35·5	..	..	..	..	..	1	0·89
35·5—37·5	..	..	..	..	..	5	4·47
37·5—39·5	..	..	..	..	..	14	12·50
39·5—41·5	..	..	..	..	..		3·57
41·5—43·5	..	..	..	..	..	26	23·21
43·5—45·5	..	..	..	..	..	35	31·25
45·5—47·5	..	..	..	..	..	3	2·68
47·5—49·5	..	..	..	..	..	18	16·07
49·5—51·5	..	..	..	..	..	3	2·68
51·5—53·5	..	..	..	..	..	0	..
53·5—55·5	..	..	..	..	..	3	2·68
Total						112	100·00

It is evident that the largest number of presses, *viz.*, 31.25 per cent., have weekly working hours ranging between 43½ and 45½. 23.21 per cent. of the units work 41½ hours to 43½ hours a week. Only a single unit was found working 33½ to 35½ hours a week.

Rest Interval.—Workers employed in the industry are usually allowed rest interval, varying between ½ hour and an hour within the daily spread-over, ½ hour's recess being more common in the industry but the time of commencement of the rest interval varies from unit to unit.

Leave.—Sundays are invariably observed as regular closed days with pay for the workers. Casual leave with pay, which covers major festival holidays, varies from unit to unit within a wide range of 8 to 27 days, the greater number of concerns allowing 15 to 20 days. Very rarely is there found any privilege of sick leave in private presses. Out of the units surveyed, only 3

allow their workers sick leave with pay for short periods such as a fortnight or a month. In the Government presses, Government leave rules are observed and there is accordingly both privilege and sick leave with pay.

Working Conditions.

The fact that several of the printing presses are located in old dwellings—dark and dingy—has stood in the way of providing proper arrangements for sanitation and welfare. Municipal regulations also prevent the opening out of new windows to improve lighting and ventilation. The result has been highly unsatisfactory lighting and hopelessly insufficient ventilation which, with very rare exceptions, are a common feature of the industry.

Safety and Sanitation.—The latrines and urinals and the system of drainage present a sad picture. Special mention may be made of the unwholesome working condition of the compositors as a class. Inadequate and unsatisfactory lighting arrangements inevitably put a heavy strain on their eyes and occasionally spoil their vision. But the gravest danger arises from their constant manipulation of the lead type and type cases, the dust and sweeping of which make them easy victims to lead poisoning. Inkmen, on the other hand, suffer from lack of proper washing arrangements. Excepting three, none of the units surveyed supplies soap or nail brushes for washing and cleaning purposes, *sazimati* being commonly used. Adequate supply of drinking water is also a crying need of the workers. Nowhere is there any suitable arrangement for the supply of drinking water, nothing to speak of cool water in summer. So far as safety measures in the larger units using elaborate printing plants and machinery are concerned, they can only be looked upon as reasonable, but wider adoption of the principles of safety along with necessary arrangements for acquainting the workmen with the same are necessary.

Welfare Work.

Medical Aid.—The standard of medical aid is remarkably low. While the larger units maintain first-aid boxes containing tincture iodine, antiseptic cotton, benzene and similar medicines and appliances, the smaller ones, or rather the bulk of the units, do not even care to have them. A nominal medical examination of the workers takes place at the time of first appointment in bigger units but periodical medical examination is noticeably absent. As the prevalence of lead poisoning in printing presses cannot be denied, all workers working with lead types and type cases may be subjected to periodical medical examination to detect cases of lead poisoning and adequate medical facilities extended to them.

Rest Shelters.—The printing presses have been found rather chary of providing necessary shelters for workers during rest interval. Only three sampled concerns have some arrangements for rest shelter: The shelter in one press falls far short of due requirements. In another press, the rest shelter measures 45 ft. $\times$ 40 ft. $\times$ 15 ft., divided equally for the use of the Hindu and the Muslim workers. Besides, there are 12 benches and 4 tables. The shelter provided by a third press is made of asbestos with *pucca* flooring and is spacious enough to accommodate all the employees.

Canteens.—There are only two concerns which have canteens selling tea and cold drinks to the workers at concessional rates. In other presses, the workers resort to the local tea shops and purchase articles of questionable quality at market prices.

Occupational Diseases.

There is the admitted danger of lead poisoning to which compositors and distributors are exposed. The appalling conditions in the small unregistered presses suggest that it must be much more prevalent in them. One of the principal sources of lead poisoning is dust in the atmosphere which arises from the cleaning of type cases in the composing rooms by means of hand bellows. This can be stopped and improved methods of cleaning adopted instead.

Strangely enough, only a few cases of lead poisoning came to light in the course of the present enquiry. In 1944, a compositor in one sampled unit was found to be suffering from lead poisoning. He put in a claim for Rs. 5,111 as compensation and the case has not yet been decided. Another press paid Rs. 1,300 as compensation to a compositor who fell victim to lead poisoning in 1940. The main reason why only a few actual cases have been detected is that they are not recorded and the symptoms are very often not diagnosed. The majority of the employees go back to their homes whenever they fall ill. Thus, a person with colic pain or other symptoms of lead poisoning may leave his employment and all trace of him lost. Besides periodical medical examination, which is necessary, posters describing prophylactic measures regarding lead poisoning may well be put up in the languages of the province in all presses.

Accidents.

The number of major accidents has been very few. No records of minor accidents are generally maintained. One case of a major accident is reported to have occurred in one sampled press in 1943 in which, besides the requisite medical expenses, the worker was paid as compensation 3 months' pay. In another press, a man working in the stereo-moulding lost his eyesight and was paid Rs. 441 as compensation. There were two minor cases of accidents in 1943 in the same press, Rs. 57-6-0 and Rs. 56 being paid as compensation. A minor accident took place at a third press in June 1943 and the man involved was paid a compensation of Rs. 614. A fourth press reports a single case of slight burns to a worker in the type foundry but no compensation was paid to him.

Trade Unions and Strikes.

In the Government of India Press, there is a works committee consisting of (1) manager, (2) assistant manager, (3) special member chosen by heads of branches, and (4) five ordinary members elected by ballot. Only a handful of workers in two presses are found to be members of the Press Employees' Association which is the only trade union in the printing industry. Ignorance and heterogeneity of the workers which have been a primary hindrance to the formation of unions in other organised industries do not characterise the press workers who are fairly literate as well as homogeneous. The employers

in the industry have gone ahead by forming a strong union—Master Printers' Association. It is, therefore, imperative for the workers as well to form a parallel organisation to safeguard their legitimate interests.

Accurate statistics representing the frequency of strikes in the printing industry have not been available from the units investigated. Generally speaking, sporadic strikes for increment in basic wages or dearness allowances have been very frequent in recent times.

Analysis of Wages and Earnings.

Data of wages and earnings were collected in respect of 1,723 workers employed in 28 sampled presses. This number constitutes 60.31 per cent. of the total employed in the establishments surveyed. The following table shows the average monthly basic wages and net earnings in 11 principal occupations of the sampled units. The total number of workers employed in these occupations was 1,401 or 49.04 per cent. of the total number employed in the establishments covered and 81.31 per cent. of the number whose data were obtained. Wide variations were noticeable in the wages and earnings in the same occupations in different establishments and also in the same establishment. The table at Appendix VII gives further details of the position in individual establishments to show the wide variation in rates :—

TABLE CXVI.

Showing average monthly wages and earnings in 11 selected occupations in the sampled presses in Calcutta.

Serial Number.	Occupation.							Basic monthly wages.			Net monthly earnings.		
								Rs.	As	Ps.	Rs.	As.	Ps.
1	Compositors	..	..	..	..	..	..	34	12	3	50	8	8
2	Coolies	..	..	..	..	..	..	19	7	6	34	2	1
3	Proof Readers	..	..	..	..	..	..	132	3	3	150	3	6
4	Binders	..	..	..	..	..	..	25	8	0	41	13	3
5	Machinemen	..	..	..	..	..	..	36	2	9	57	2	2
6	Inkers	..	..	..	..	..	..	27	15	6	43	13	11
7	Copyholders	..	..	..	..	..	..	44	8	6	61	12	10
8	Lino operators	..	..	..	..	..	..	106	0	6	134	13	7
9	Treadlemen	..	..	..	..	..	..	31	14	4	48	4	11
10	Pressmen	..	..	..	..	..	..	24	10	7	38	6	0
11	Feeders	..	..	..	..	..	..	23	12	7	40	13	4

The following table shows the number of persons employed in the selected occupations of the sampled presses and percentage of samples of workers taken from each. The basic wages and net earnings given above are the averages of the samples taken :—

TABLE CXVII.

Serial Number	Occupations.				Number of workers.	Number of samples taken.	Percentage of samples to no. of workers.
1	Compositors	..	..	..	449	272	60.58
2	Coolies	..	..	..	191	120	62.83
3	Proof Readers	..	..	..	154	135	87.66
4	Binders	..	..	..	109	63	57.80
5	Machinemen	..	..	..	100	51	51.00
6	Inkers	..	..	..	97	49	50.52
7	Copyholders	..	..	..	87	75	86.21
8	Line operator	..	..	..	86	60	69.77
9	Treadlemen	..	..	..	46	19	41.30
10	Pressmen	..	..	..	42	27	64.29
11	Feeders	..	..	..	40	14	35.00
Total					1,401	885	63.17

Frequency of prevalent wage rates in different occupations of the industry is shown in the following table which also brings out the modal wage group for each occupation. It appears from the table that the largest number of compositors (292) have basic wage rates varying between Rs. 30 and Rs. 35 ; and these are also the most prevalent rates offered by the largest number of presses (70). The number of compositors who get basic wages ranging between Rs. 20 and Rs. 25 and between Rs. 25 and Rs. 30 is also fairly large. The number of compositors who earn Rs. 80 and above is only 85 and that in two units only. The proof readers' job appears to be one of the highest paid in the industry in as much as 78 out of 204 earn basic wages of Rs. 80 and above. This is due to the high degree of education required of them. Flat machinemen are allowed, by the majority of presses, wages ranging between Rs. 20 and Rs. 25 while the majority of the treadle machinemen are in the wage group of Rs. 15 to Rs. 20. Almost all the presses offer them wages varying between Rs. 15 and Rs. 25. Binders, who are also skilled to a certain extent, are in the modal wage group of Rs. 15 to Rs. 18. Mono-operators and Line-operators, who are the highest paid men in the industry, are mostly in the wage group of Rs. 80 and above.

TABLE CXVIII.
Frequency of wage rates in different occupations of the Printing Industry.

Monthly rate of pay (in Rs.)	Rs. 16-20	Rs. 20-25	Rs. 25-30	Rs. 30-35	Rs. 35-40	Rs. 40-45	Rs. 45-50	Rs. 50-55	Rs. 55-60	Rs. 60-65	Rs. 65-70	Rs. 70-75	Rs. 75-80	Rs. 80 and above	Total no. of employ- ees.
Occupation.															
Compositors ..	54 (32)	202 (65)	254 (67)	292 (70)	98 (35)	77 (25)	25 (9)	18 (9)	37 (1)	19 (4)	6 (1)	5 (1)	5 (2)	85 (2)	1177
Flat Machinemen ..	90 (38)	69 (39)	76 (36)	55 (32)	45 (26)	27 (21)	15 (13)	8 (7)	10 (4)	4 (4)	14 (3)	3 (2)	5 (2)	7 (1)	428
Treadle Machinemen ..	47 (32)	39 (26)	49 (32)	33 (24)	22 (17)	4 (3)	4 (3)	3 (2)	1 (1)	—	5 (1)	6 (1)	3 (3)	—	216
Binders ..	277 (41)	114 (31)	78 (28)	66 (16)	69 (11)	65 (3)	21 (4)	19 (5)	22 (3)	29 (3)	7 (2)	10 (2)	12 (3)	143 (5)	933
Impositors ..	6 (6)	13 (10)	13 (11)	8 (8)	10 (7)	14 (5)	28 (5)	1 (1)	—	1 (1)	—	—	—	—	94
Proof Readers ..	—	7 (5)	5 (5)	14 (9)	4 (3)	10 (8)	10 (7)	28 (8)	6 (6)	18 (10)	8 (6)	9 (3)	7 (5)	78 (15)	204
Ink-men ..	74 (16)	39 (16)	16 (8)	10 (5)	23 (2)	7 (4)	8 (2)	4 (2)	1 (1)	—	6 (1)	3 (1)	—	2 (1)	193
Distributors ..	22 (11)	28 (20)	11 (7)	7 (5)	7 (3)	—	—	—	—	—	—	—	—	—	75
Lino Operators ..	5 (3)	3 (3)	6 (4)	—	2 (2)	11 (5)	13 (5)	15 (4)	14 (8)	20 (9)	7 (4)	11 (5)	13 (9)	100 (18)	220
Mono Operators ..	1 (1)	1 (1)	—	3 (2)	—	2 (2)	4 (2)	2 (1)	1 (1)	2 (2)	—	2 (1)	1 (1)	7 (3)	26
Lino Casters ..	7 (2)	5 (4)	—	1 (1)	1 (1)	1 (1)	—	1 (1)	1 (1)	—	—	—	—	—	16
Mono Casters ..	3 (3)	9 (5)	12 (4)	16 (8)	15 (5)	6 (5)	2 (1)	4 (3)	3 (1)	3 (3)	—	—	—	—	71
Offset Operators ..	6 (2)	1 (1)	—	—	1 (1)	5 (4)	4 (3)	3 (2)	—	—	—	—	1 (1)	—	22
Mono Mechanics ..	—	—	—	—	—	1 (1)	3 (2)	—	—	1 (1)	—	—	—	5 (2)	7
Stereo Typers ..	2 (2)	1 (1)	6 (5)	3 (3)	4 (4)	2 (2)	3 (2)	2 (1)	1 (1)	—	—	—	1 (1)	—	26
Lino Mechanics ..	—	—	2 (2)	1 (1)	1 (1)	2 (2)	—	3 (2)	—	—	—	2 (2)	—	1 (1)	23
Litho Operators ..	7 (7)	9 (4)	10 (7)	8 (5)	4 (3)	5 (4)	4 (4)	3 (2)	—	3 (2)	1 (1)	2 (1)	—	9 (6)	60
Block Makers ..	—	1 (1)	2 (2)	1 (1)	—	1 (1)	—	1 (1)	—	2 (1)	—	—	—	—	6
Lino Etchers ..	3 (3)	5 (3)	4 (3)	4 (3)	3 (3)	5 (5)	1 (1)	3 (2)	—	3 (2)	—	—	—	—	31
Rotary Machine Attendants ..	1 (1)	6 (3)	2 (1)	22 (4)	8 (2)	6 (4)	—	—	—	—	—	—	—	—	47
Litho Transfers ..	3 (2)	—	1 (1)	1 (1)	1 (1)	1 (1)	—	1 (1)	—	2 (1)	—	—	—	1 (1)	9
Moulders ..	—	—	—	2 (1)	—	2 (2)	—	—	—	—	—	—	—	—	7
Copyholders ..	1 (1)	2 (2)	23 (6)	6 (6)	14 (6)	3 (3)	6 (3)	9 (3)	—	10 (2)	1 (1)	1 (1)	1 (1)	5 (2)	84
Paper and Box Pastors ..	3 (2)	—	—	—	—	—	—	—	—	—	—	—	—	—	39
Paper and Box Machine ..	17 (6)	11 (4)	6 (4)	4 (3)	1 (1)	—	—	—	—	—	1 (1)	—	—	—	4
Mechanical Attendants ..	—	1 (1)	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ..	635	568	576	557	334	267	148	127	95	118	56	54	49	444	4018

Note.—Figures within brackets indicate the number of presses.

Civil Condition.

ABOUT 10 per cent. (462) of the workers employed in the printing industry were interrogated as to their civil and economic condition. The following facts are based on information collected from them.

Migration and Source of Labour Supply.—The printing industry in this province, unlike other industries, is not predominantly dependent on other provinces for supply of its labour. The following table shows that nearly 86 per cent. of the workers are Bengalis and the rest, i.e., 14 per cent., come from Bihar, Orissa and U. P. :—

TABLE CXIX.

Communities.	Number of samples.						Percentage to total.					
	Bengal.	Bihar.	Orissa.	United Provinces.	Others.	Total.	Bengal.	Bihar.	Orissa.	United Provinces.	Others.	Total.
Caste Hindu ..	160	7	6	6	..	179	34.7	1.5	1.3	1.3	..	38.8
Scheduled Caste ..	87	4	17	3	..	111	18.8	0.9	3.7	0.6	..	24.0
Muslim ..	136	11	5	7	..	159	29.4	2.4	1.1	1.5	..	34.4
Other Communities ..	13	..	..	..	..	13	2.8	..	..	..	..	2.8
Total ..	396	22	28	16	..	462	85.7	4.8	6.1	3.4	..	100.0

From the following table it will be found that 10.6 per cent. of the non-Bengali workers migrated as early as 1900-10, though it cannot be stated with certainty whether all of them have been continuously employed in the printing industry. It is also clear that migration to the printing industry in this province on a fairly large scale, viz., 34.8 per cent., took place immediately after the first world war, i.e., after 1918. Oriya workers form the largest group (42.5 per cent.) among non-Bengali immigrants.

TABLE CXX.

Migration.

Year.	Number of samples.					Percentage to total.				
	Bihar.	Orissa.	United Provinces.	Others.	Total.	Bihar.	Orissa.	United Provinces.	Others.	Total.
1900—1910	4	2	1	..	7	6.1	3.0	1.5	..	10.6
1911—1920	5	10	1	..	16	7.6	15.2	1.5	..	24.3
1921—1930	8	6	9	..	23	12.1	9.1	13.6	..	34.8
1931—1935	1	3	2	..	6	1.5	4.5	3.0	..	9.1
1936—1940	2	3	1	..	6	3.0	4.6	1.5	..	9.1
—1941	..	1	..	..	1	..	1.5	..	..	1.5
—1942	1	1	2	..	4	1.5	1.5	3.1	..	6.1
—1943	..	..	..	..	..	..	..	..	..	..
—1944	1	2	..	..	3	1.5	3.0	..	..	4.5
Total	22	28	16	..	*66	33.3	42.5	24.2	..	100.0

*14.20% of the total samples surveyed.

Child labour in the industry is conspicuous by its absence. The majority of workers, i.e., nearly 67.5 per cent., is within the age group of 21 to 45. A number of old workers, 43 (9.3 per cent.), over 50 years of age, have also been found. 379 (82.0 per cent.) were married and 83 (18.0 per cent.) were unmarried. The following table illustrates these points :—

TABLE CXXI.
Age—Distribution.

Age.	Number of samples.			Percentage to total.		
	Married	Unmar- ried.	Total.	Married	Unmar- ried.	Total.
0—20	4	20	24	0.9	4.3	5.2
21—25	32	27	59	6.9	5.8	12.7
26—30	71	21	92	15.4	4.5	19.9
31—35	68	4	72	14.7	0.9	15.6
36—40	83	6	89	18.0	1.3	19.3
41—45	50	5	55	10.8	1.1	11.9
46—50	28	..	28	6.1	..	6.1
51 & above ..	43	..	43	9.3	..	9.3
Total	379	83	462	82.0	18.0	100.0

Literacy.—Literacy consists in ability to read and write in one's own language. Judged by this criterion it is found that, out of 462 samples surveyed, 414 or 89.6 per cent. were literates. 42.3 per cent. had read upto or beyond the High English standard and 281 workers, i.e., 60.8 per cent., knew English.

Home Visit.—The following table gives the frequency of home visits of workers in this industry. 34.47 per cent. of the samples visited their homes once in a year while more frequent visits at shorter intervals are also fairly common :—

TABLE CXXII.

Once in a	Number of cases.		Percentage to total.	
Week	..	19	..	8.08
Fortnight ..	..	14	..	5.96
Month	..	34	..	14.47
Quarter	..	31	..	13.19
Half-year ..	..	45	..	19.15
one year	..	81	..	34.47
2 years	..	6	..	2.55
3 years & above ..	..	5	..	2.13
Total	..	235	..	100.00

Workers living singly or with their families had a number of dependants ranging from 1 to 5 and above at their village homes whom they had to maintain by periodical remittance from their earnings. As the table below indi-

cates, 80 workers (i.e., 17.32 per cent.) living singly had to maintain 5 or more dependants at home :—

TABLE CXXIII.
Dependants not living with the samples.

Number of dependants.	Type of household.			Percentage to total.		
	Single.	Family.	Total	Single.	Family.	Total.
Nil	11	175	186	2.38	37.88	40.26
One	15	11	26	3.25	2.38	5.63
Two	27	20	47	5.84	4.33	10.17
Three	50	16	66	10.82	3.46	14.28
Four	38	9	47	8.23	1.95	10.18
Five and above ..	80	10	90	17.32	2.16	19.48
Total	221	241	462	47.84	52.16	100.0

Income and Expenditure.

A summary statement of average monthly income and expenditure was obtained from all the samples interrogated. The table below gives the average monthly income and expenditure on the major consumption groups in the budget of both single workers and those living with their families :—

TABLE CXXIV.
Income and Expenditure.

	Monthly Expenditure (in Rs.)			Percentage distribution of monthly expenditure.		
	Single (221)	Family (241)	Combined (462)	Single	Family	Combined
<i>Income</i>	50.95	65.69	58.63	93.55	91.81	93.53
<i>Expenditure.</i>						
Food	21.87	42.49	32.63	40.16	59.39	51.50
Fuel and Lighting ..	1.63	3.27	2.49	2.99	4.57	3.93
Clothing	2.72	4.18	3.48	5.00	5.84	5.49
House Rent	4.17	8.81	6.59	7.66	12.31	10.40
Miscellaneous	6.08	7.31	6.72	11.16	10.22	10.61
Remittance	17.99	5.49	11.45	33.03	7.67	18.07
Total	54.46	71.55	63.36	100.00	100.00	100.00

A single worker's income is generally lower than family income as the family in most cases consists of more than one earner. On the other hand, the monthly expenditure of a family is more than that of a single worker. If remittance is reckoned as a regular feature in the budget, it appears that workers living singly and with family have to meet a deficit whereas a surplus appears in the case of single workers only if remittance is excluded from the budget.

Workers living singly have invariably to maintain a larger number of dependants than workers living with their families and therefore the expenditure of the former on remittance is much higher than that of the latter. It also appears that whereas a family spends nearly double the amount spent by an individual on food, fuel and lighting, clothing and rent, the expenditure on remittance of an individual worker is more than 3 times that of a worker living with his family. The monthly expenditure of an individual living singly on miscellaneous group (which includes conventional necessities like *pan*, *bidi*, etc.), unlike other groups, does not fall much below that of a worker living with his family. This indicates that the standard of living tends to decline with the increase in the size of the family.

Indebtedness.

It has already been noticed that the income of workers is not sufficient to meet the expenditure and this has been responsible for their indebtedness; emergent expenditure on sickness, death, marriage, etc., greatly adding to it. On all these occasions the workers resorted for loan either to their friends and relatives, co-operative societies, the *mahajan* or the Pathan. The table below shows the extent of indebtedness with their purposes and sources :—

TABLE CXXV.
Indebtedness—According to sources and purposes.

Purposes.	Mahajan.			Friends and Relatives.			Pathan.			Other Sources.			Co-operative Society.			Total.			Percentage to total no. of cases.
	No.	Average principal.	Average rate of interest.	No.	Average principal.	Average rate of interest.	No.	Average principal.	Average rate of interest.	No.	Average principal.	Average rate of interest.	No.	Average principal.	Average rate of interest.	No.	Average principal.	Average rate of interest.	
Marriage ..	15	230.23	3.76	20	242.66	0.81	..	..	..	3	151.25	1.15	8	540.58	1.08	47	289.91	1.82	10.35
Sickness ..	21	160.76	3.39	42	127.31	0.91	1	250.00	9.38	4	88.75	1.87	17	185.92	1.76	85	146.92	1.84	18.72
Death ..	4	132.50	1.69	12	133.96	1.16	..	..	..	1	360.00	6.00	2	100.00	4.00	19	141.98	1.83	4.19
Insufficiency of earning.	89	193.97	3.74	111	138.09	1.22	12	138.50	11.54	16	195.21	1.62	46	490.19	1.93	274	218.71	2.63	60.35
Others ..	6	310.60	4.10	9	301.07	1.88	..	..	..	6	67.92	6.00	8	308.75	1.65	29	256.92	3.13	6.39
Total ..	135	196.20	3.64	194	153.84	1.14	13	147.08	11.37	30	156.65	2.63	82	405.42	1.82	454	211.86	2.40	100.00
Percentage to total number of cases.	29.74			42.73			2.86			6.61			18.06			100.0			

Out of the 462 samples interviewed, 362 were actually in debt. The average debt of indebted persons came to Rs. 266. But as some of these debts had more than one purpose or source, the total number of cases of debt according to the two-way distribution in the above table amounts to 454 instead of 362. It is alarming to note that 60 per cent. of the workers' debt is due to their insufficiency of earnings. The next important cause is sickness, accounting for 18.7 per cent. of the debt. Marriage, purchase of assets, etc., and death are the next important causes of debt. The three important sources of loans are friends and relatives, mahajans and co-operative credit societies which respectively account for 42.7 per cent., 29.7 per cent. and 18.1 per cent. of the debt. The Pathan, owing perhaps to his exorbitant rates of interest ranging from 108 to 132 per cent. per annum, is not very popular; only 2.9 per cent. of the debt being traced to him. One striking feature in the printing industry is the popularity of the co-operative credit society, 18.1 per cent. of the debt being incurred from this source.

Interest has a direct bearing on the burden of indebtedness. The following table shows the percentage of debt with varying *monthly* rates of interest :—

TABLE CXXVI.
Showing varying rates of interest.

Rate of interest (%).						Percentage of debt to total indebtedness.
0—2	..	..	..	..	..	64.9
2—4	..	..	..	..	..	12.4
4—6	..	..	..	..	..	6.3
6—8	..	..	..	..	..	10.8
8—10	..	..	..	..	..	1.4
10—12	..	..	..	..	..	0.3
12 & above	..	..	..	..	..	3.9
Total						100.0

This table shows that most of the debt incurred carries interest rate lower than 8 per cent. per month or 96 per cent. per annum, whereas 14 cases or 3.9 per cent. of the total indebted samples have incurred debts on more than 144 per cent. rate of interest per annum. Most of these loans, as already explained, are obtained from Pathans.

There is some correlation between the size of family or number of dependants and the amount of debt. This is borne out by the following table which shows that the amount of debt outstanding goes on increasing as the number of dependants in the family increases. This brings to light the fact that workers are compelled to have recourse to debt because of the insufficiency of their earnings to maintain their large families.

TABLE CXXVII.
Indebtedness according to dependants.

Dependants.				Number of cases.	Average amount outstanding per head.	Rate of interest.	Percentage to total.
					Rs.		
Nil	..	..	..	3	21.67	2.08	0.8
One	..	..	..	20	126.79	2.90	5.5
Two	..	..	..	37	165.40	1.95	10.2
Three	..	..	..	75	190.86	2.41	20.7
Four	..	..	..	66	183.12	2.09	18.3
Five & above	..	..	..	161	258.60	2.46	44.5
Total				362	212.03	2.35	100.0

Printing Presses (Unregulated).

It is very difficult to ascertain the exact number of unregulated printing presses in Calcutta, as no record of such presses is available. Their number may be put down approximately at about 1,000, a fair number of them being of recent origin.

An *ad hoc* survey was made into the condition of 50 such presses employing on an average 6 persons per press. As most of the unregulated printing presses are, more or less, of a homogeneous type, it will not be inaccurate to take these 50 as a fairly representative sample. Efforts were made to collect information from other presses as well to give as far as possible a complete picture of the industry.

The summary statement given below will reveal that the total number of operatives in the fifty presses investigated is 314, of whom 307 are time-rated and 7 piece-rated workers. It is interesting to note here that, out of 314 employees, as many as 281, i.e., about 90 per cent., are Bengalees and the rest 33, or slightly more than 10 per cent., come from other provinces. Of the latter, more than 50 per cent. come from Bihar and the rest from U. P., Orissa and other provinces. Only 7 children, all from Bengal, worked in these presses. A classification of workers by communities has been given in the following chart. Hindu workers form 64 per cent. of the total operatives, Muslims 24 per cent. and Scheduled Castes 12 per cent.

TABLE CXXVIII.
Statement of number of persons employed in 50 sampled unregulated Presses.

	Bengal.		Bihar.		Orissa.		U. P.		Others.		Total.		Grand Total.	Percent- age to total.
	Time.	Piece.	Time.	Piece.	Time.	Piece.	Time.	Piece.	Time.	Piece.	Time.	Piece.		
Caste Hindu—														
Adult ..	170	4	10	1	3	..	3	..	2	..	188	5	193	64
Children ..	7	..	..	..	..	..	..	..	..	..	7	..	7	
Scheduled Caste—														
Adult ..	29	..	3	..	2	..	4	..	..	..	38	..	38	12
Children ..	..	..	..	..	..	..	..	..	..	..	..	..	..	
Muslims—														
Adult ..	60	2	4	..	..	..	1	..	..	..	74	2	76	24
Children ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total	275	6	17	1	5	..	8	..	2	..	307	7	314	100
Grand Total ..	281	..	18	..	5	..	8	..	2	..	314	..	..	..
Percentage to Grand Total.	89.49	..	5.73	..	1.59	..	2.55	..	0.64	..	100	..	..	..

The main occupations in the smaller printing presses are those of compositors, proof readers, treadle machinemen and hand press machinemen, of whom the first two call for some amount of education. The compositors are educated mostly upto VIII English standard. The work of the proof-reader is generally done by the proprietor himself or the senior compositor who is always given training in proof-reading. There are also other categories of workers, e.g., *duftries*, peons, *darwans*, etc. The average number of operatives employed in these presses has been found to be approximately 6. Generally, one compositor, 2 pressmen and 3 menials form the entire staff. Most of these presses were started as very small concerns equipped with hand-driven and treadle machines. With the introduction of electricity, power-operated machines were set up alongside the treadle machines. The following table shows the growth of the unregulated sampled presses :—

TABLE CXXIX.

Year.					Number of units established.	Number of units upto years stated.
1876	..	..	..	..	1	1
1892	..	..	..	..	1	2
1903—1905	..	..	..	..	2	4
1914	..	..	..	..	4	8
1920—1924	..	..	..	..	5	13
1925—1929	..	..	..	..	4	17
1930—1934	..	..	..	..	5	22
1935—1939	..	..	..	..	15	37
1940—1944	..	..	..	..	13	50
					50	

It is clear that there has been a steady increase in the growth of the industry from the beginning of the present century. From 1935 to 1939, 15 presses sprung up and almost the same number of units (13) came into existence during the present war.

Length of Service.

The small printing presses have been hit hard by the war. Want of printing materials, paper and other printing equipments is a general cry. Efficient hands have been lured away by bigger concerns on account of higher pay and better service conditions. The managements, ill-equipped as they are in all respects, are not in a position to vouchsafe the security of service of the employees and, as such, a high mobility of labour is a common feature of these presses.

Out of 50, 26 presses alone could supply the length of service of their workers. The table below shows that, out of 166 persons, the maximum number of 29 per cent. belong to the group whose services in these presses have been

for 5 years or more. These are compositors and machinemen. Next comes a set of workers, namely 19 per cent., whose period of service is not more than six months :—

TABLE CXXX.

Period of service.	Number of workers.			Percentage to total.
0—6 months	31			18·67
1 year	23			13·86
2 years	15			9·04
3 years	23			13·86
4 years	8			4·82
5 years	18			10·84
Above 5 years	48			28·91
Total	166			100·00

Turnover and Absenteeism.

12 presses supplied the figures of turnover and absenteeism for the years 1939 and 1943. The average monthly figures of turnover and absenteeism are given in the tables below :—

TABLE CXXXI (a).

1939.

Code number of presses.	Number of quits.	Maximum Man-days.	Number of absences.	Percentage of absenteeism.
1	3	768	36	4·68
2	1	3,336	239	7·16
3	3	1,249	104	8·33
4	3	2,583	127	4·92
5	..	2,427	102	4·20
6	..	1,240	82	6·61
7	2	2,547	202	7·93
8	1	690	39	5·65
9	4	4,443	1,107	24·91
10	5	3,569	293	8·21
11	1	1,382	159	11·50
12	..	401	22	5·49
Average Percentage of absenteeism			..	10·2

TABLE CXXXI (b).

1943.

Code Number of Presses.	Number of quits.	Maximum Man-days.	Number of absences.	Percentage of absenteeism.
1	2	778	92	11·82
2	..	3,001	316	10·53
3	1	1,223	48	3·92
4	2	1,493	107	7·17
5	2	1,499	205	13·67
6	3	1,104	64	5·79
7	7	2,581	219	8·48
8	1	628	4	0·64
9	2	1,412	305	21·60
10	4	1,967	196	9·86
11	5	1,755	282	16·06
12	1	429	41	9·55
.. .. .	..	17,870	1,879	..
Average Percentage of absenteeism			..	10·5

It is evident that turnover has increased from 1939 to 1943 by a very small degree. The quits in all cases are alleged to be voluntary.

The average percentage of absenteeism in 1939 in these 12 presses was 10.2 as against 10.5 in 1943. This indicates a slightly higher absenteeism in 1943 by 0.3 per cent. only, which may be treated as negligible. From these figures, it may be concluded that the war had practically no effect on these presses so far as turnover and absenteeism are concerned.

Recruitment.

In almost all cases, the proprietor himself selects the workers. The notice of vacancies is generally hung up at the gate. The experienced men readily get their appointment, sometimes after nominal tests. In most cases, the workers are recruited from among people who are known to the employees.

Apprenticeship and Service Rules.

Apprenticeship in the unregulated printing presses is rare. Probationary period however varies from 3 months to 1 year in 20 per cent. of the presses investigated. In the remaining 80 per cent. presses, there is no probationary system at all. These presses appoint experienced persons to avoid wastage of time.

There is nothing in the nature of service rules, regarding punishment and discharge. The will of the proprietor is law. These presses are, however, agreeable to accept any standard rules and procedure laid down by Government.

Hours of Work.

Most of the concerns maintain the record of daily attendance in ordinary exercise books. As these presses do not come under the Factories Act, the proprietors are naturally indifferent to the proper keeping of attendance registers.

Hours of work are perhaps the least when compared with the position in other factories. Very few or 12 per cent. of the units surveyed are reported to be working a 48-hour week, which are the maximum hours in vogue. Normally, the average working hours are from 9 A.M. to 5 P.M. with a midday recess of 1 hour, the total spreadover being 8 hours daily. 50 per cent. of the presses work throughout all the six working days in a week, while the remaining presses allow half-day work on Saturdays. Thus, the total weekly spreadover in the former cases is 48 hours while, in the latter cases, it is 44.

Overtime.

Usually all the presses work overtime according to work. Three hours' overtime is the usual custom. The overtime wages are calculated on the basis of 6 hours' work for a full day's pay. Every worker is entitled to a tiffin allowance varying from six pies to one anna for every three hours of overtime. In some presses, tiffin instead of tiffin allowance is given.

Leave.

As stated elsewhere, there are practically no leave rules. Generally speaking, 15 days to 1 month's leave with pay is allowed to workers of some of the presses while in the others the discretion of the employers prevails. In view of considerably high mobility of labour of this industry,

leave with pay is sometimes felt necessary by the employers. Most of the presses observe the principal festival days as closed days. No special facilities are given in respect of medical leave to the workers except on the discretion of the employers. About 58 per cent. of the units investigated welcomed the idea of legislation regarding leave with pay, while the remaining units were inclined to leave the whole affair to the discretion of the management. 32 per cent. of the presses investigated come under the Shops and Establishments Act.

Wage Books.

Wage books in these presses are not properly maintained. Records of wages earned by workers along with overtime, pay and allowances are not systematically kept. A great difficulty was thus encountered in investigating the actual earnings under various heads.

Wages and Earnings.

The workers are paid monthly. In most cases, their wages are paid on or before the 7th of the following month. Generally, the workers are paid after the working hours. Out of 50 presses, only 22 pay bonus—*Puja* or annual profit bonus—to their workers amounting to one month's salary or an arbitrary amount according to the discretion of the management. It should be noted here that as many as 28 presses, i.e., 56 per cent., give no bonus.

Dearness Allowance, etc.—Dearness allowance in the shape of increased rate of pay is found to be prevalent in these presses. As several units are of recent origin, the workers appointed have been allowed the enhanced rate of wages to cope with the existing high cost of living. The workers appointed in pre-war days get, however, dearness allowance varying from 10 per cent. to 25 per cent. of their normal wages. Besides, most of the workers have to depend on overtime earnings to enable them to fight the soaring cost of living. A flat rate system of awarding dearness allowance is popular in some presses while a graded increase can be seen in other units. Old and experienced workers are given a preferential treatment in respect of dearness allowance in several units.

Dearness allowance is not paid by as many as 27 presses while the remaining 23 pay a fixed amount varying from Rs. 5 to Rs. 10 or, in some cases, 25 per cent. of the salary. Some of those presses which do not pay dearness allowance have, however, granted an increase in wages.

Deductions.—Deductions for absenteeism are not made in most of the cases, especially when the workers concerned are experienced and old. In a word, these depend on the discretion of the management. As these units consist of 5 to 6 workers who become rather familiar with the employers unlike those of big industrial concerns, rigidity in any form, specially deduction for absence, is not ordinarily observed. The workers are favourably placed in the matter of leave for urgent reasons, sick leave, etc., for their employers exercise their discretion as best as they can.

Money advances against pay are a rule in these concerns. This is because the workers are generally low-paid and are therefore compelled to borrow for domestic needs.

Out of 50 presses investigated, the wage schedules of 235 workers out of a total of 314 (or about 75 per cent.) could be recorded. The following table shows the distribution of workers according to occupation and income level.

TABLE CXXXII.
Distribution of samples by Income Level.

Income Level.	Compo- sitor.	Mach- ine- man.	Proof Reader	Inkman.	Binder.	Coolie & sweeper.	Total.	Per- centage to total.
Below Rs. 15 ..	1	..	..	..	2	1	4	1.70
Rs. 15—25 ..	17	23	1	3	3	2	49	20.85
Rs. 26—35 ..	35	30	..	2	8	4	79	33.61
Rs. 36—45 ..	31	31	1	..	..	..	63	26.81
Rs. 46—55 ..	15	9	..	..	..	1	25	10.64
Rs. 56—65 ..	4	7	1	..	..	..	12	5.11
Rs. 66—75 ..	1	1	..	..	..	..	2	0.85
Above Rs. 75 ..	..	1	..	..	..	..	1	0.43
Total ..	104	102	3	5	13	8	235	100
Percentage to total ..	44.25	43.40	1.28	2.13	5.54	3.40	100	..

It will be seen that the maximum number of workers, namely 79 or 33.61 per cent., are those whose net earnings, inclusive of all allowances, are between Rs. 26 and Rs. 35 only. Only one machineman, who is an experienced worker, is reported to be earning a little more than Rs. 75. 4 persons have their earnings below Rs. 15 in which part-time pay of a compositor has also been included. Among the compositors, 66 or 63 per cent. have their earnings varying from Rs. 26 to Rs. 45 and almost the same percentage, i.e., 60, from the group of machinemen, also fall in the same income group.

Average monthly earnings of workers of unregulated presses will be seen from the summary statement given in table CXXXIII. The average estimated earnings of all occupations will be found by addition of the wages lost due to absenteeism, with the net earnings given in the last column. Compositors have the highest earnings, the average earnings per month being Rs. 36.14. Next come the pressmen or machinemen (operating treadle machine), proof-readers, inkmen, coolies and binders. A binder is reported to have the minimum earnings (Rs. 21.86).

TABLE CXXXIII.
Average earnings (in Rs.) per month.

Occupation.	Total number of workers.	Total man-days during the month.			Total man-hours during the month.		Basic wages per month.				Other earnings.			Net earnings.
		Estimated.	Worked.	Lost.	Estimated.	Worked.	Over-time.	Estimated.	Earned.	Lost.	Dearness allowance.	Bonus and other allowances.	Overtime wages.	
Compositor	104	25.02	23.56	1.46	179.55	169.51	17.69	31.29	29.69	1.60	3.28	0.26	2.91	36.14
Pressman or Machineman	102	25.23	23.48	1.75	175.32	119.33	28.04	29.28	27.50	1.78	2.32	0.06	4.54	34.42
Proof Reader	3	25.00	25.00	..	167.33	167.33	..	30.33	30.33	..	1.67	..	..	32.00
Inkman	5	24.00	22.00	2.00	192.00	176.00	19.00	14.00	11.78	2.22	11.20	0.43	1.21	24.62
Binder	13	25.15	21.54	3.61	168.30	143.08	3.46	23.92	21.35	2.57	..	..	0.51	21.86
Coolie and Sweeper	8	24.25	23.94	0.31	150.88	148.75	56.63	16.25	15.99	0.26	1.62	..	5.68	23.29

Increment in Wages.—Out of 50 presses, 33, or in other words 66 per cent., were in favour of granting annual increment to their workers subject, however, to their efficiency and good conduct. The remaining 34 per cent. did not like to be bound down by any hard and fast rules. Only 11 presses kept service records of the workers. The remaining concerns had no objection, however, to maintaining these records in a form prescribed by Government.

Contract Labour.

None of the unregulated printing presses employed contract labour.

Provident Fund.

No provision for old age benefit exists in any of the unregulated printing presses. 20 per cent. of the presses investigated are agreeable to the introduction of a uniform contributory provident fund.

Amenities.

Facilities in the shape of cheap grain, housing, supply of fuel and light are unknown. Free housing facilities are allowed to the *darwans* or boys who sleep at night at the factory premises and act as watchmen.

Trade Unions.

There is no trade union or works committee in any of the sampled presses.

Accidents.

No accident necessitating compensation is reported from any of these presses. Medical aid in case of simple injuries is provided free.

Sanitary Conditions.

The general atmosphere of the working places of unregulated printing presses is far from satisfactory. Artificial lighting is very often used. Generally, the ground floor of a house is chosen for the purpose of installation of machines, etc. Dark and damp as these rooms are, workers allege that they find it difficult to breathe comfortably. Insufficiency of light affects the compositors particularly. There are usually no arrangements for latrines and urinals and the workers have to resort to public places to answer calls of nature. As the lanes, where the presses are situated, are invariably unhygienic and insanitary emitting foul odour, the health of workers is considerably affected.

Working Conditions.

Ventilation in the factory premises may be said to be tolerably fair. Most of the units have no washing basins, the wayside water-taps being used for a wash. Soap is however supplied to them by the proprietors. It is really pathetic to note that a large number of workers are affected by diseases peculiar to this industry, namely colic pain and lead poisoning, the main symptom of which is a bluish tinge on the gums. These are attributed to the absence of adequate washing facilities.

Besides occupational diseases, the general health of workers is also deplorable. Periodical medical examination appears to be essential.

Civil Condition.

In all, 50 unregulated printing presses in Calcutta were visited and enquiries made into their conditions. The total number of people employed by these 50 presses was 314. The biggest press was found to employ 18, though the average number employed did not exceed 6. One press was found to employ only 2 operatives. Of these 50 presses, 32 presses employing 194 workers were selected for a detailed enquiry into civil condition. It was not possible to cover all the workers in these presses due to the absence of some of them. The total number examined was 140 or, in other words, 73 per cent. of the total number employed in these 32 presses and 45 per cent. of the total number employed in the 50 presses enumerated. As the conditions in these presses were found more or less the same, the sample selected can, therefore, be treated as sufficiently large to yield representative results.

Distribution of Labour.—Most of the unregulated printing presses have one or two treadle machines only and the majority of employees come under two occupations, viz., compositors and machinemen. In a very small number of presses, other occupations like inkmen, binders, etc., also exist.

The distribution of workers by religion, occupation and age is given below :—

TABLE CXXXIV.

Age-Groups.	Hindus.				Muslims.				All communities combined.			
									Percentage to total.			
	Compositor.	Machineman.	Others.	Total.	Compositor.	Machineman.	Others.	Total.	Compositor.	Machineman.	Others.	Total.
Below 15	..	2	1	3	..	..	..	..	..	1.43	0.71	2.14
15-20	..	2	5	7	..	1	1	2	..	2.15	3.57	5.72
21-25	..	3	2	13	1	5	3	9	4	2.86	3.57	15.72
26-30	..	12	3	27	1	3	..	4	13	9.29	2.14	22.14
31-35	..	7	3	13	1	7	..	8	8	5.71	2.15	15.00
36-40	..	10	3	21	..	4	1	5	10	7.14	2.86	18.57
41-45	..	4	1	7	..	5	..	5	4	2.86	0.71	8.57
46-50	..	5	1	7	..	1	..	1	5	3.57	0.71	5.71
51-55	..	4	..	5	..	..	..	..	4	2.86	..	3.57
56 & above	..	3	1	4	..	..	..	..	3	2.15	0.71	2.86
Total	48	39	20	107	3	26	4	33	51	38.44	46.43	17.13
Percentage to total	..	36.45	18.69	100.00	9.09	78.79	12.12	100.0	..	..	..	..

Out of these 140 workers, 76.4 per cent. are Hindus, as against 23.6 per cent. Muslims. Compositors from the Muslim community are rare. About 45 per cent. of the Hindu workers and 79 per cent. of the Muslim workers were treadle-machine operators as against 36 per cent. of the total number of workers from the Hindu community.

Children below 15 years of age are employed only in small numbers. All the compositors were found to be above 21 years of age. No machineman above the age of 55 was employed. About 72 per cent. of the total workers surveyed are between the age of 21 and 40 years. It will be seen that machinemen form the highest number, namely 46.4 per cent., followed by compositors who account for 36.4 per cent. of the total number surveyed. Other occupations represent 17.1 per cent of the total examined.

Migration.—Of the total number of people surveyed, only 27 were found to have migrated from other provinces. The summary statement given below will show that, out of 27, 12 or 44 per cent. come from Bihar and the rest from the United Provinces, Orissa and other provinces :—

TABLE CXXXV

Years.	Migrated from				Total.	Percent- age to total.
	Bihar.	United Provinces.	Orissa.	Other Provinces.		
1909—18	..	1	1	..	2	7.41
1919—28	4	..	1	2	7	25.92
1929—34	2	2	1	..	5	18.52
1934—38	2	2	..	1	5	18.52
1939—41	3	..	..	..	3	11.11
1942—44	1	2	2	..	5	18.52
Total	12	7	5	3	27	100.00
Percentage to total ..	44.44	25.93	18.52	11.11	100	..

Home Visit.—Out of the 140 people surveyed, 79 workers or 56 per cent., are in the habit of visiting home periodically. Of these 79 workers (76 per cent.), are natives of the province, whose frequency of home visits varies from a week to a year or more. Those who visit home at short intervals, especially weekly and monthly, belong to the neighbouring districts of Calcutta—Howrah, Hooghly and 24-Parganas. A considerable number of workers come daily to attend their duties by bus or railway train direct from their village homes, not far from the city. The rest may be said to have made the city or its suburbs their home. 66 per cent. of the workers from other provinces visit their village homes mostly once a year for a period of two months on an average, especially during the harvesting period. Most of the workers from other provinces are unskilled, employed in various capacities as peons, *darwans*, etc.

TABLE CXXXVI

Showing home-visits of workers.

Once in period.	Number of persons visiting homes.						Percentage to total visiting homes.
	Bengal	Bihar.	United Provinces.	Orissa.	Other Provinces.	Total.	
Weekly ..	11	..	..	..	..	11	13.93
Fortnightly ..	7	..	..	..	..	7	8.86
Monthly ..	12	..	..	..	..	12	15.19
Half-yearly ..	23	..	..	1	..	24	30.38
Yearly ..	6	7	5	3	2	23	29.11
Above one year ..	1	..	1	..	..	2	2.53
Total ..	60	7	6	4	2	79	100.00
Percentage to total	75.95	8.86	7.59	5.06	2.54	100	..

Literacy.—Of the 140 workers examined, 110, or 79 per cent., are literate. Slightly more than 4 per cent. of the literate workers have passed the matriculation examination. Table CXXXVII gives further relevant details.

Indebtedness.

43 per cent. of the sampled workers are found to be indebted.

TABLE CXXXVIII.

Rate of interest percent per month.	Number of debtors.	Percentage to total debtors.
<i>Nil</i>	40	66.67
1-2	7	11.67
3-4	8	13.33
5-6	3	5.00
7-8	1	1.66
Above 8	1	1.67
Total	60	100.00

The sources of loans are stated to be Mahajans, friends and relatives, employers and others. The following table shows the distribution of debtors by sources and purposes :—

TABLE CXXXIX.
Indebtedness—By Sources and Causes.

Sources.	Mahajan.				Friends and relatives.				Employers.				Bazar.				Others.				
Causes.	No.	Average princi- pal.	Rate of inter- est p.m.	Amount out- standing.	No.	Average princi- pal.	Rate of inter- est p.m.	Amount out- standing.	No.	Average princi- pal.	Rate of inter- est p.m.	Amount out- standing.	No.	Average princi- pal.	Rate of inter- est p.m.	Amount out- standing.	No.	Average princi- pal.	Rate of inter- est p.m.	Amount out- standing.	
Marriage ..	2	112.50	7.82	127.50	6	266.67	0.03	273.33	..	..	..	..	..	..	..	..	..	1	500.00	7.50	550.00
Sickness ..	2	75.00	6.83	90.00	10	91.00	Nil	91.00	2	35.00	Nil	35.00	..	..	..	..	..	..	..	..	..
Death ..	1	10.00	3.13	12.50	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Insufficiency of earnings.	7	116.57	3.37	164.00	15	123.67	0.42	125.33	3	276.67	Nil	276.67	6	57.50	Nil	57.50	..	1	370.00	0.30	410.00
Others ..	1	150.00	1.00	150.00	2	85.00	Nil	85.00	..	..	..	..	..	..	..	..	..	1	130.00	6.25	152.00
Total ..	13	103.92	4.39	134.27	33	137.38	0.20	139.39	5	180.06	Nil	180.06	6	57.50	Nil	57.50	..	3	333.33	4.68	370.67
Percentage to total debtors.	21.7				55.0				8.3				10.0					5.0			

As will be seen from this table, 55 per cent. of the debtors borrow from friends and relatives on nominal or no interest. Next come *Mahajans* who lend money to 22 per cent. of the debtors on a very high rate of interest. In two cases the interest is as high as 7.82 per cent. per month. Employers and shopkeepers, however, do not charge any interest.

Insufficiency of earnings has been attributed to be the principal cause of indebtedness. From the table above, it will be seen that about 53 per cent. of the debtors incur debt as a result of small earnings.

The following table shows the average indebtedness of workers by the number of dependants.

TABLE CXL.

Number of dependants	Debtors.		Average indebtedness per head.		
	No.	%	Principal. (Rs.)	Rate of interest per cent. per month.	Amount out- standing. (Rs.)
Nil	..	..	..	..	..
One	5	8.3	80.00	3.64	90.60
Two	13	21.7	121.92	1.83	124.42
Three	10	16.7	75.40	2.75	76.90
Four	11	18.3	109.64	2.62	114.64
Five	11	18.3	225.00	5.38	232.
Six to ten ..	10	16.7	163.50	3.82	170.50
Total ..	60	100.00	134.25	3.26	139.43

Income and Expenditure.—The following table shows the distribution of samples by income level :—

TABLE CXLI.

Monthly Income Level (In Rs.).	Bengal.				Other Provinces.				All Provinces combined.							
	Compo- sitor.	Machine- man.	Others.	Total.	Compo- sitor.	Machine- man.	Others.	Total.	Number of samples.			Percentage to total.				
									Compo- sitor.	Machine- man.	Others.	Total.	Compo- sitor.	Machine- man.	Others.	Total.
15-25	1	5	5	11	..	2	1	3	1	7	6	14	0.71	5.00	4.29	10.00
26-35	4	9	4	17	..	3	3	6	4	12	7	23	2.86	8.57	5.00	16.43
36-45	10	21	1	32	3	2	1	6	13	23	2	38	9.29	16.43	1.43	27.15
46-55	4	5	1	10	2	2	..	4	6	7	1	14	4.29	5.00	0.71	10.00
56-65	8	6	1	15	2	2	..	4	10	8	1	19	7.15	5.71	0.71	13.57
66-75	4	3	1	8	1	..	..	1	5	3	1	9	3.57	2.15	0.71	6.43
76-85	5	2	2	9	..	..	1	1	5	2	3	10	3.57	1.43	2.14	7.14
86-95	2	2	1	5	..	..	..	..	2	2	1	5	1.43	1.43	0.71	3.57
96 and above	4	1	1	6	1	..	1	2	5	1	2	8	3.57	0.71	1.43	5.71
Total	42	54	17	113	9	11	7	27	51	65	24	140	36.44	46.43	17.13	100.00

It will be seen that the highest percentage, namely 27.15 per cent., have their income between Rs. 36 and Rs. 45 and a very small percentage (3.57) earn Rs. 90-0-0 per month on an average. The workers getting more than Rs. 96 comprise about 6 per cent. Monthly income above Rs. 65 should not, in all cases, be treated as earned by the sample alone. As many as 10 per cent. of the workers examined earn on an average a sum of Rs. 20 only.

Distribution of monthly expenditure according to income levels and types of household of the people investigated has been given below in a tabular form. It will be seen that 55.71 per cent. of the total workers lead single life while 44.29 per cent. live here with their families of 4 to 5 members on an average. It is interesting to note that nobody whose income falls below Rs. 36 lives in Calcutta with his family.

The percentage distribution of expenditure on food, fuel, clothing, house rent, miscellaneous, etc., will be seen from the last columns of the following table. As is natural, nearly 27 per cent. of expenditure of a single budget is on remittance as against almost a negligible figure, namely 1 per cent., for family budget. The weights on combined types of household are as follows : food 57 per cent., remittance 11.76 per cent., miscellaneous 11.45 per cent., house rent 7.67 per cent., fuel 6.43 per cent. and clothing 5.48 per cent.,

TABLE CXLII.
Distribution of monthly expenditure according to income levels and type of housing.

Items of Expenditure.	upto Rs. 25/-			Rs. 26—35			Rs. 36—45			Rs. 46—55.			Rs. 56—65.		
	Single.	Family.	Com- bined.	Single.	Family.	Com- bined.	Single.	Family.	Com- bined.	Single.	Family.	Com- bined.	Single.	Family.	Com- bined.
Number of budgets	14	..	14	23	..	23	21	17	38	8	6	14	7	12	19
Food ..	14.89	..	14.89	18.00	..	18.00	21.10	29.18	24.71	20.69	35.25	26.93	23.86	39.17	33.53
Fuel and Lighting	1.80	..	1.80	1.94	..	1.94	2.46	3.19	2.79	2.75	4.42	3.46	2.64	5.35	4.36
Clothing ..	1.58	..	1.58	1.63	..	1.63	1.86	2.47	2.13	2.50	3.71	3.02	2.29	3.85	3.28
House Rent ..	1.02	..	1.02	1.91	..	1.91	1.70	4.11	2.78	2.66	5.42	3.79	3.07	5.18	4.40
Miscellaneous ..	2.14	..	2.14	2.80	..	2.80	4.50	3.76	4.17	5.63	4.33	5.07	4.21	9.21	7.37
Remittance ..	0.57	..	0.57	5.50	..	5.50	11.71	0.29	6.61	16.38	0.16	9.42	24.39	..	8.97
Total	22.00	..	22.00	31.78	..	31.78	43.33	43.00	43.19	50.51	53.29	51.69	60.43	62.76	61.91

TABLE CXLI.
Distribution of monthly expenditure according to income levels and type of housing.

Item of Expenditure.	Rs. 66—75.			Rs. 75—85.			Rs. 86—95.			Rs. 96 & above.			All budgets combined.			Percentage to total.		
	Single. Family.			Single. Family.			Single. Family.			Single. Family.			Single. Family.			Single. Family.		
	1	8	9	2	8	10	2	3	5	..	8	8	..	8	8	..	8	8
Number of budgets	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Food ..	19.00	49.25	45.89	21.25	54.50	47.85	31.00	68.00	53.20	..	68.75	68.75	19.50	44.54	30.59	48.65	63.36	57.21
Fuel and Lighting	2.00	5.22	4.86	2.25	5.31	4.70	2.50	8.00	5.80	..	6.81	6.81	2.22	4.96	31.44	5.54	7.06	6.43
Clothing	2.00	4.44	4.17	2.75	4.69	4.30	3.50	3.67	3.60	..	8.38	8.38	1.92	4.22	2.93	4.79	6.00	5.48
House Rent	4.00	6.52	6.24	4.25	6.00	5.65	1.50	2.27	1.96	..	18.81	918.8	1.94	6.80	4.10	4.84	9.67	7.67
Miscellaneous	9.00	8.81	8.83	6.50	10.50	9.70	5.50	9.50	7.90	..	22.13	22.13	3.80	9.04	6.12	9.48	12.86	11.45
Remittance	28.62	..	3.18	42.00	2.50	10.40	20.00	..	8.00	..	2.50	2.50	10.70	0.74	6.29	26.70	1.05	11.76
Total	64.62	74.24	73.17	79.00	33.50	82.60	64.00	91.44	80.46	..	127.38	127.38	40.08	70.30	53.47	100.00	100.00	100.00

PART VI.
MADRAS.

(Madras Province).

Introductory.—For a survey of labour conditions in the printing presses of Madras city, 25 regulated presses and 7 unregulated ones were selected on the basis of random sampling.

Employment.

The total number of persons employed (in January 1944) in 25 regulated and 7 unregulated units was 1,807 and 39 respectively. A comparison of the data of employment in August 1939 with January 1944 shows that there has been a decline in the latter period (1944) of 20 per cent. in the case of the 20 regulated units and 52 per cent. in the case of the six unregulated units (for which alone figures were available). The reason for this decline in employment, which is most striking in the case of the smaller presses, is obviously the shortage of paper due to the present war, particularly after the promulgation of the Paper Control Economy Order by the Government of India. From the data in table CXLIII it can be noticed, however, that there has been an improvement in the case of one press (from 225 to 229 or 1.8 per cent.), on account of the increased circulation of its English daily. Another press also records an increase of 5.6 per cent. (from 195 to 206), on account of increased work due to War. One small commercial printing press recorded an exceptional increase (from 6 to 41 or 583 per cent.) which was the result of the manufacture of envelopes for which there has been a strong demand in recent years.

TABLE CXLIII*

showing the number of persons employed in 25 regulated and 7 unregulated presses.

Serial No.	Date of Establish- ment.	August 1939.		January 1944.	
		Piece- rate.	Time- rate.	Piece- rate.	Time- rate.
<i>Regulated Presses.</i>					
1. 	1878	16 (225)	209	13 (229)	216
2. 	1908	.. (113)	113	.. (71)	71
3. 	1940	..	..	.. (69)	69
4. 	1926	2 (53)	51	2 (33)	31
5. 	1941	..	..	.. (19)	19
6. 	1928	.. (81)	81	.. (18)	18
7. 	1886	.. (342)	342	.. (314)	314
8. 	1761	49 (271)	222	35 (252)	217
9. 	1920	2 (195)	193	2 (206)	204
10. 	1940	..	..	.. (85)	85

* Figures within brackets indicate the total number of workers—piece and time.

Serial No.	Date of Establish- ment.	August 1939.		January 1944.	
		Piece- rate.	Time- rate.	Piece- rate.	Time- rate.
<i>Regulated Presses—contd.</i>					
11. 	1876	.. (93)	93	.. (81)	81
12. 	1891	7 (94)	87	3 (82)	79
13. 	1936	.. (64)	64	.. (45)	45
14. 	Not available.	.. (49)	49	.. (45)	45
15. 	1934	40 (96)	56	23 (43)	20
16. 	1900	.. (78)	78	.. (40)	40
17. 	1939	.. (6)	6	.. (41)	41
18. 	1919	10 (38)	28	6 (38)	32
19. 	1922	.. (56)	56	.. (22)	22
20. 	1930	7 (24)	17	8 (12)	4
21. 	Not available.	.. (28)	28	.. (16)	16
22. 	1934	.. (21)	20	.. (13)	13
23. 	1929	Not available.	..	10 (12)	2
24. 	1940	.. ..	..	.. (8)	8
25. 	1908	.. (92)	92	.. (13)	13
<i>Unregulated Presses.</i>					
26. 	Not available.	.. ..	15	.. ..	5
27. 	1924	.. ..	7	.. ..	6
28. 	1933	.. ..	10	.. ..	5
29. 	1936	.. ..	17	.. ..	5
30. 	1919	.. ..	11	.. ..	5
31. 	1944	.. ..	..	.. ..	3
32. 	1922	.. ..	15	.. ..	10

Figures within brackets indicate the total number of workers, piece and time.

Piece and Time-rate workers.—The following data show that, both in August 1939 and in January 1944, time-rate workers formed about 94 per cent. of the total number of workers employed in 20 regulated units for which comparable data were available. It may be noted further that there were no piece-rate workers in any of the unregulated units either in August 1939 or in January 1944.

TABLE CXLIV.

		1939		1944	
		Piece.	Time.	Piece	Time.
20 regulated units	.. .. .	133	1,885	92	1,522
Percentage to total number of workers	.. .. .	6.6	93.4	5.7	94.3

Though time-rate system is the rule in the printing presses of Madras city, a scrutiny of the data in table CXLV would show that in 5 presses piece-rate workers are employed in large numbers with a percentage ranging from 13.9 to 83.3 of the total strength. The reasons for this are briefly three :— (i) one press carries on all binding work on a piece-rate basis. (ii) In another another press all temporary workers are put on a piece-rate basis. (iii) In the three remaining presses, work is only of a seasonal character and this has led to the employment of piece-rate workers.

TABLE CXLV.

Serial No. of press.	Piece.	Time.	Total.	Remarks.
8. 	35 (13.9)	217 (86.1)	252	All piece-rate workers are binders. Binding is done only on a piece-rate basis in this press.
15. 	23 (53.5)	20 (46.5)	43	The press specialises in educational printing and, as the work is seasonal, workers are employed on a piece-rate basis.
18. 	6 (15.8)	32 (84.2)	38	The 6 workers employed recently have not yet been made permanent and hence they have been put on a piece-rate basis.
20. 	8 (66.7)	4 (33.3)	12	This press mainly prints educational books. The nature of work being mainly seasonal, workers are taken only on a piece-rate basis.
23. 	10 (83.3)	2 (16.7)		

Classification according to age.—99.4 per cent. of the workers employed in the 25 regulated presses are adult males ; adolescents forming only the remaining 0.6 per cent. In the case of the unregulated presses, only one boy was employed in one unit and an adolescent in another unit and the remaining 37 are all adult males.

Length of Service.—Service records were available in the case of four presses only and the following data show the length of service of the operatives working therein.

TABLE CXLVI.

Serial No. of presses.	Period of service as at the time of enquiry (Oct. 1944).				
	0-1 Years.	1-5 Year.	5-10 Years.	Over 10 Years.	Total.
1 	42 (17.2)	82 (33.6)	65 (26.7)	55 (22.5)	244
2 	44 (2.0)	45 (21.8)	127 (13.1)	130 (63.1)	206
3 	..	4 (4.9)	10 (12.4)	67 (82.7)	81
4 	11 (28.9)	12 (31.6)	1 (2.6)	14 (36.9)	38

In the case of the other presses, both regulated and unregulated, the information about the length of service, given by the managers, should be regarded only as approximate as it is not based upon any service records. In interpreting these data, the date of establishment of the press should be taken into consideration.

TABLE CXLVII.

Date of establishment.	Serial No.	0-1 Year.	1-5 Years.	5-10 Years.	Over 10 Years.	Total.
REGULATED PRESSES						
1908	1	4	13	31	26	74
1940	2	..	69	..	..	69
1926	3	1	4	13	15	33
1941	4	..	19	..	..	19
1886	5	4	45	94	158	301
1940	6	18	58	..	..	76
1891	7	30	7	22	23	82
1936	8	29	25	10	..	64
1934	9	19	4	13	7	43
1900	10	4	8	4	23	39
1939	11	13	10	..	..	23
1922	12	15	..	3	4	22
1930	13	8	2	..	2	12
1936	14	8	5	4	2	19
1944	15	1	4	7	..	12
1929	16	9	1	..	2	12
1940	17	..	8	..	..	8
1908	18	13	..	..	..	13
UNREGULATED PRESSES.						
1919	19	..	2	3	..	5
1924	20	4	..	..	1	6
1933	21	4	2	1	..	6
1936	22	..	1	4	..	5

Permanent and Temporary Workers.—Though there is a certain amount of continuity of employment both in the regulated and the unregulated presses, as borne out by the foregoing data, there is no regular system of classification of workers as temporary and permanent, except in the case of 11 regulated presses. The following data show the number and percentage of permanent and temporary workers in each of these 11 presses.

TABLE CXLVIII.

Serial No. of the press.	Permanent.	Percentage.	Temporary.	Percentage.	Total.
1	77	69	35	31	112
2	206	82	46	18	252
3	27	82	6	18	33
4	176	86	28	14	204
5	15	68	7	32	22
6	4	33	8	67	12
7	64	75	21	25	85
8	20	46	23	54	43
9	3	18	13	82	16
10	2	17	10	83	12
11	17	45	21	55	38
Total ..	611	73.7	218	26.3	829

In the case of three presses, the managers say that all of their workers are on a permanent basis as they are given all the privileges of permanent employees. But, as there are no definite rules regarding the conditions of service, the status of permanency is one of doubtful value.

The most important privilege of permanent workers in two presses is the right of appeal to higher authorities in case of dismissal by the managers. In the case of the other presses, where there is definite system of classification the privileges of the permanent members are the following :—

*(1) The right of notice on either side (one month's notice in one press and 15 days' notice in another press) for termination of services.

(2) Eligibility to contribute to provident fund.

(3) Leave :

(a) 15 days' sick leave and 12 days' casual leave in one press ;

(b) 15 days' sick leave and 12 days' casual leave in a second press ;

(c) 12 days' casual leave with pay in a third press ; and

(d) 7 days' sick leave and 6 days' casual leave on half pay as follows in a fourth press—

10 days for those between 1 and 3 years of service, 20 days for those between 3 and 7 years of service and one month for those above seven years of service.

Apprenticeship.

There is no regular system of apprenticeship in any of the presses under study. However, apprentices are taken now and then in two presses. In one, a limited number of apprentices of S.S.L.C. standard is taken who, while undergoing practical training in the press, are encouraged to attend the classes in the Government School of Technology, Madras, where there is a diploma course in printing extending over 5 years. Normally, no stipend is paid to apprentices. After the completion of the course, some are appointed in the press in a supervisory capacity. The apprenticeship period is counted towards total service. In the second press, boys are taken as apprentices only for a short period of about 6 months. After a satisfactory completion of the apprenticeship course, they are taken as regular workers. During the period of training, they are given half the usual wages paid to regular workers. The apprenticeship period in this press also is counted towards total service.

Promotion.

There is a recognised system of promotion in three sampled presses only. In one of them, there is a system of graded promotion combined with increments (except in 4 cases) on a time scale basis. The following statement gives details of the present system of promotion in this press.

* Temporary workers in these as well as other establishments are given only 24 hours' notice to quit.

TABLE CXLIX.

		No. of posts.	Scale. Rs.
Grade	I	8	45-2/2-55
	II	21	30-2/2-50
	III	6	28 (fixed)
	IV	3	35 „
	V	9	30 „
	VI	3	28 „
Inferior category		37	15-2/2-23
Supervisory posts.			
Category 1		2	85-7½/2-115/10-2-125.
2		3	60-4/2-80.

Another press has adopted a system of time-scale promotion for each department. Increments are given on an annual basis, but the rates, which differ in different departments, range from annas 8 in the case of minor posts to Rs. 4 in the case of higher posts. In a third press, compositors are grouped into two grades—senior and junior ; binders are put into three grades and rulers into 2 grades. In all other sections, there is only one grade. There is, however, a time-scale promotion in all grades and groups. The workers in the Government Press point out in their memorandum that many of them are deprived of their chances of promotion to higher grades as the number of posts in the higher grades is very limited.

In the case of all other presses, promotions are given by way of increments in salary but only at the discretion of the management.

Labour Turnover.

In the case of four presses, data of labour turnover were supplied from service records. In the case of the other regulated presses data were worked out by my Investigators only from the attendance registers. As almost all workers are on time-rate and as attendance registers form the basis of payment of wages, records of attendance have been maintained with great accuracy and it was therefore possible to calculate labour turnover in the case of 17 presses. Labour turnover here was a consequence of voluntary quits. The data for these presses along with that of three presses keeping service records is given in table CL(a).

TABLE CL(a).

Year.					No. of presses whose data are given.	Average No. of workers.	Turnover.	Rate of turnover.
1939	..	..	..	..	14	837	109	13.02
1943	..	..	..	..	20	1092	171	15.95

Table CL(b) gives an analysis of causes responsible for turnover in four presses which maintain service records.

TABLE CL(b).

Serial No. of press.	Av. daily no. of workers.	Permanent.			Av. daily no. of workers.	Temporary.			Year.
		Retire-ment.	Dis-missal.	Volun-tary.		Retire-ment.	Dis-missal.	Volun-tary.	
18	192	8 (4.2)	..	2 (1.0)	..	2 (1.0)	..	2 (1.0)	1939
	199	..	..	2 (1.0)	..	..	..	2 (1.0)	1943
19	225	3 (1.3)	4 (1.8)	10 (4.4)					1943
20	271	..	..	2	..	..	..	..	1939 (August)
	252	..	..	3	..	..	..	..	1943 (August)
21	79	4 (5.1)	..	..	..	..	..	..	1939
	72	6 (8.3)	..	..	..	..	10 (13.9)	2 (2.8)	1943

In the case of workers dismissed in one press, irregular attendance and unsatisfactory conduct are given as causes. In the case of 10 workers discharged from another press, the manager writes that they were on long leave and in temporary service.

Absenteeism.

In one press, data of absenteeism are calculated every week and were therefore readily available. For the other presses, absenteeism was calculated by my staff from the attendance registers. The table given below shows the rate of absenteeism.

TABLE CLI.

Year.	Number of Presses for which data are given.	Total man-days scheduled for work.	Total man-days lost.	Rate of Absenteeism.
1939	9 presses (including one for August only)	3,34,119	28,101	8.4
1943	13 presses including 2 for August only.	3,26,467	28,504	8.7

Absenteeism, generally speaking, is attributed to several causes such as sickness, social and religious ceremonies, domestic affairs, etc. One of the important points concerning absenteeism was revealed by the data of one press where absenteeism goes up to nearly 30 per cent. The manager writes that "the higher rate of absenteeism is due to sickness owing to the nature of work executed, viz., photo-zinco-graphic printing—a chemical printing process". Another point emphasised by the manager of another press concerning absenteeism in his concern is lack of housing facilities for workers. He told

me that, at the time of evacuation in 1941, many workers in his press vacated their houses but could not get them back when they returned to work, and have therefore been obliged to rent houses in distant localities.

Standing orders.

There are no special standing orders in any of the presses under reference. In the Government Press, Chepauk and the M. S. M. Railway Press, the Fundamental Civil Service Rules apply. In another press, a few rules have been framed regarding working hours, late attendance, leave and terms of employment. These have been framed by the management and the workers have no right to suggest modifications and amendments.

Recruitment.

In the M. S. M. Railway Press, recruitment is made by the Superintendent after giving trade tests to candidates who offer themselves for employment. In the Government Press, Chepauk, persons are recruited directly and are trained for the trade under the Madras Survey Subordinate and Land Records Service Rules. In another press, candidates are selected directly from the applicants and are appointed only after a medical examination by their own doctor. In all other presses, recruitment is made by merely putting up notices showing the type of workers wanted.

Labour officers.

There is no labour officer in any of the sampled presses, regulated or unregulated. The proprietors or managers are supposed to maintain a contact with all workers and to hear their complaints.

Wages and earnings.

The data in tables CLII and CLIII show the time-rate wages (maximum and minimum) for different types of work in the smaller and the bigger presses respectively.

TABLE CLII.

Wage rates in smaller presses.

Serial No.	Compositor		Machineman.		Wheeler.		Binder.		Ruler		Foreman	
	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.
1	9	43	26	49	16	23	18	34/8	..	..	..	56
2	20	25	30	40	12	15	15	30	..	..	..	..
3	12	35	24	37/8	12	17	14	31	10	40	..	36/8
4	20	45	33	41/8	23	31	..	..	..	..	..	60
5	16	30	12	41	..	25	..	..	..	..	..	..
6	20	40	30	50	10	25	..	..	..	..	..	..
7	17	40	24	30	12	16	7	42	..	..	..	..
8	15	20	20	30	10	15	15	20	..	..	..	..
9	20	30	25	40	10	20	10	50	10	30	..	60
10	15	30	20	40	12	15	14	25	..	..	..	..
11	13	20	..	30	..	..	12	24	..	..	..	..
12	16	40	20	35	..	..	12	25	..	..	..	..
13	10	33	11	28	..	..	14	28	..	..	..	..
14	16	30	14	30	..	..	14	28	..	..	..	..
15	6	20	14	26	9/8	12/8	10	20	..	..	..	..
16	19/8	35	19/8	52	..	..	19/8	39	..	..	..	..
17	14	25	12	30	10	14	8	16	..	..	..	..
18	20	50	..	35	..	..	..	20	..	..	..	..

TABLE CLIII.
Wage rates in the bigger presses.

Press No.	1	2	3	4	5	6	7	Details of grades.
Compositor ..	Max. 60 0 0 Min. 20 0 0	35 0 0 18 0 0	25 0 0 20 0 0	38 0 0 17 0 0	38 0 0 12 0 0	55 0 0 12 0 0	60 0 0 20 0 0	Compositors. Grade I 16 men 45-3/2-60 II 78 " 38-3/2-50 III 190 " 28-2/2-38 IV 40 " 20-2/2-28 Temporary 140 " 20-28
Lino-operator	Max. 83 0 0 Min. 35 0 0	95 0 0 45 0 0	.. ..	88 8 0 28 8 0	50 0 0 35 0 0	.. ..	95 0 0 45 0 0	Lino-Operators Grade I 10 men 65-95 II 16 " 72-2/2-80 III 26 " 45-3/2-72
Process Deptt.	Max. 69 0 0 Min. 20 0 0	30 0 0 23 0 0	.. ..	59 8 0 34 8 0	.. ..	.. ..	.. ..	
Foreman ..	Max. 52 0 0 Min. 39 0 0	105 0 0 34 0 0	118 0 0 70 0 0	.. ..	.. ..	.. ..	150 0 0 30 0 0	Foreman. Grade I 2 men 100-5-150 II 13 " 60-4-100 III 28 " 30-2-60
Machine-Minder	Max. 94 0 0 Min. 15 0 0	45 0 0 20 0 0	42 0 0 22 8 0	36 8 0 23 8 0	30 0 0 12 0 0	63 0 0 16 0 0	40 0 0 20 0 0	Machine Minder. Grade I 25 men 30-2-40 88 " 20-1-30
Wheeler ..	Max. .. Min. ..	19 0 0 8 0 0	20 0 0 15 0 0	21 8 0 14 0 0	.. ..	.. ..	.. ..	
Proof Readers & Examiners.	Max. 60 0 0 Min. 30 0 0	.. ..	70 0 0 35 0 0	41 0 0 21 0 0	27 0 0 20 0 0	50 0 0 15 0 0	200 0 0 30 0 0	Proof Readers Head Reader 1 man 150-5-200 Reader 2 men 100-5-150 19 " 60-4-100 61 " 30-2-60

Press No.		1	2	3	4	5	6	7	Details of grades.	
Type-Casters	Max. Min.	.. ..	23 0 0 20 0 0	42 0 0 30 0 0	29 0 0 20 0 0	.. ..	.. ..	50 0 0 15 0 0		
Binders	Max. Min.	28 0 0 15 0 0	31 0 0 22 0 0	42 0 0 12 0 0	37 8 0 16 0 0	21 0 0 18 0 0	44 0 0 16 0 0	50 0 0 15 0 0	Binders. Grade I II III IV	Scales pay. Rs. 5 men 40-2-50 5 " 30-2-40 59 " 20-2-30 119 " 15-1-20 Day extra binders Rs. 0-9-3 per day.
Rulers & Cutters	Max. Min.	.. ..	35 0 0 15 0 0	.. ..	33 8 0 17 0 0	.. ..	.. ..	50 0 0 15 0 0	Cutters. Grade I II	2 men 30-2-50 1 man 15-1-30
Stereo Deptt.	Max. Min.	89 0 0 15 0 0	23 0 0 20 0 0	.. ..	.. ..	.. ..	.. ..	50 0 0 15 0 0	Stereo. Grade I II	3 men 30-2-50 4 " 15-1-30

The obvious inference suggested by these data is that rates of wages differ in the different presses. But the following facts should be borne in mind, when the rates of one press are compared with those of another :—

(a) There are differences in the nature of the work done in different presses, though the type of work may be the same. For example, the head proof reader in one press gets a maximum of Rs. 200, whereas the maximum for the same category of worker in another press is Rs. 60 and only Rs. 27 in a third press. In one press, binding work is connected mainly with account books for co-operative societies. Naturally, the maximum rate for binding is the highest as compared with that of any other smaller or bigger press and is at par with the maximum for Grade I in the Government Press. Hence, unless the grades for different types of work are fixed definitely and standards established for each grade, comparisons of rates in the different presses are bound to be misleading.

(b) So long as there are no principles for fixing the scales of pay, there are bound to be differences in rates of wages. For example, in all the presses, where the managers or the proprietors have the sole right of determining increments or scales of pay, considerations other than merit, ability or efficiency, come into play, and these do distort comparisons of wage rates to some extent.

(c) The payment of dearness allowance at different rates in different presses is another factor to be taken into consideration, since the total earnings rather than the basic rates of wages should be the real criteria for comparisons.

(d) Finally, differences in the conditions and terms of service between one press and another also count in the comparisons of wage rates. For example, a worker may be content to receive a lower wage in a well-established press, where there is security of tenure, rather than a higher wage in another press where he may be at the mercy of the manager.

In spite of the considerations set forth above, the following main general conclusions may be drawn with reference to wage-rates in the printing presses of Madras :—

The minimum rates of wages for certain types of work, including those in the Government Press, are far below the standards of living wage. The minimum rates for compositors in two presses are Rs. 6 and Rs. 9 respectively—rates which are miserably low. Similarly, the minimum rates for machine-men in some of the smaller presses and even in some of the bigger presses range between Rs. 11 and Rs. 15. The Madras Government Press Workers' Union have pointed out the need for fixing the minimum rates of monthly pay at Rs. 35 for semi-skilled, at Rs. 45 for skilled, and at Rs. 50 for special types of workers. As it is, the wages in certain lower grades (Cutting and Stereo Departments) even in the Government Press are as low as Rs. 15 p.m.

The workers in the Government Photo-zinco-graphic Press have pointed out in their memorandum that the rates of wages offered for them are low and that they compare unfavourably with those at the Photo-zinco-graphic Press, Calcutta where similar work is done. In this connection two points should be emphasized, namely that :—

(a) cost of living in these two places is different, and that

(b) the available data do not show clearly whether the 'divisions' and 'classes' in the Calcutta press correspond to the 'categories' and 'grades' in the Madras Press.

Subject to these two qualifications, it may be noted from the following data that the starting salary as well as the maximum are much higher in the Calcutta press, than in the Madras press, except in the case of Grade I in category III (Madras), where the starting pay is higher by Rs. 3 than in the Calcutta press. But, even in this case, the maximum is much higher in Calcutta than in the Madras press. Moreover, the trade unionists pointed out that the minimum salaries of Rs. 15 and Rs. 20 p.m. fixed in these two presses do require revision.

TABLE CLIV.

Calcutta.			Madras.		
	Maximum (Rs.)	Minimum (Rs.)		Maximum (Rs.)	Minimum (Rs.)
1st Division ..	500	200	Category I ..	120	85
2nd Division ..	300	110	Category II ..	80	60
3rd Division ..	..	..	Category III ..	..	..
Class I ..	125	42	Grade I ..	55	45
Class II ..	95	39	Grade II ..	50	30
Class III ..	77	27	Grade III ..	28	(fixed)
Class IV ..	68	25	Pressmen, }		
Class V ..	45	20	Plate cleaners, }	24	15
			etc.		

Wage-rates for piece-work.—There are only two comparable items of piece work done in presses under reference, composing and binding. With regard to piece-rates for composing, it should be noted that the rates in newspaper presses are not strictly comparable with those in commercial presses. Even then the rates for piece work are very low in the commercial printing presses of the city. It is partly on account of such low rates for composing, etc., that some firms get their books printed in Madras rather than in Calcutta or Bombay.

Changes in basic rates.—There has not been any change in basic rates, either for piece or for time work, except in two presses. In one press, piece workers were paid in January 1940 50 per cent. of their *average earnings* extra for 'no copy' hours. Since the 1st June 1943, they are also given a surcharge of 50 per cent. of their *actual earnings* in addition to dearness and war allowances paid to all time-rate workers. In another press, basic rates for piece-work have been raised by 25 per cent. since January, 1944. But these piece-rate workers are not eligible for any dearness allowance (in other words, there is very little of effective increase in real wages).

Contract labour.—There is no contract labour in any of the presses under study, regulated as well as unregulated.

Principles of wage rates.—No definite principles have been enunciated by any of the presses for fixation of wage rates. Rates for different types of work are fixed by the managers of individual presses on the merits of individual applicants taking into consideration their efficiency, previous service, loyalty, etc.

Dearness allowance.—All but three among the regulated presses pay dearness allowance to their workers, though the rates and dates of first payment have been different in different presses. Among the unregulated presses, only three pay dearness allowance.

From the data given in table CLV in respect of dearness allowances paid by the regulated presses, it can be seen :

(a) that 8 presses give dearness allowance on a flat rate basis, the maximum and the minimum rates being Rs. 14 and Rs. 4 respectively,

(b) that 7 presses give dearness allowance at graded rates varying according to the wages of the workers. This is of course based on the principle of giving a larger dearness allowance to those with a higher standard of living,

(c) that 5 presses give dearness allowance on a percentage basis, and

(d) that 2 presses have adopted a system of paying dearness allowance either on a flat rate or on a percentage rate, whichever is more advantageous to the workers concerned.

Dearness allowance is given only to time-rate workers in two presses. In a third press, dearness allowance is paid only to those who have put in 3 months' service. No conditions are attached to the payment of dearness allowance in private presses. The managers do not say whether these are only temporary or permanent. But, in the Government Press, Chempauk, these allowances are *definitely* stated to be only for the duration of the war. Full details regarding the date of first payment etc., are given in the table below.

TABLE CLV.
Dearness allowance.

Serial No.	Current rate.	Date of first payment.	Details.
FLAT RATE.			
1	Rs. 8-8-0	1940	Begun at Re. 1 in 1940, later raised to Rs. 2, then to Rs. 4 for permanent workers only.
2	Rs. 7	1942	Begun at Rs. 3, later raised to Rs. 5 and then to Rs. 7.
3	Rs. 4	1943	
4	Rs. 7	Jan. 1944	Begun only in Jan. '44 at Rs. 5. The current rate holds since September 1944.
5	Rs. 4		
6	Rs. 5	Jan. 1942	Begun in 1942 at Re. 1.
7	Rs. 14	Oct. 1940	Begun at Rs. 2-8-0, raised to Rs. 3 in 1941 and later to current rate.
8	Rs. 7-8-0		Rs. 3 and Rs. 5 D.A. was given at first to those getting below and above Rs. 50 respectively, later raised to Rs. 5 8-0 and 7-8-0 from March 44. A flat rate of Rs. 7-8-0 at present.
GRADED RATE.			
9	Rs. 3 for those getting below Rs. 20, Rs. 4 for those getting above Rs. 20	1943	
	Rs. 9 per rupee for those getting below Rs. 15.	1941	Begun in 1941 at annas 8 and 9 respectively for those getting below Rs. 15 and above Rs. 15; current rate since Jan. 1944.
10	Rs. 15 for adults } Rs. 10 for boys. }	1940	First given Rs. 10 for adults and Rs. 5 for boys.
11	Rs. 12 for below Rs. 50 } Rs. 15 for above Rs. 50. }	1942	D.A. 10% given to all employees. Current rates are since Jan. 1944.
12	Rs. 3-8-0 for those getting below Rs. 12-8-0. Rs. 6-8-0 for those getting above Rs. 12-8-0.		

Serial No.	Current rate.	Date of first payment.	Details.
13	Rs. 3 for those getting below Rs. 25. Rs. 5 for those getting above Rs. 25.		
14	Rs. 7 for those getting below Rs. 50. Rs. 10 for those getting above Rs. 50.		
15	Rs. 10 for those getting below Rs. 40. Rs. 15 for those getting between Rs. 41 and Rs. 150.	1-1-42	Re. 1 to those drawing a salary of Rs. 40 and below. 1-10-42: Rs. 5 to those drawing a salary of Rs. 80 and below. 1-5-43: Rs. 7 to those drawing a salary of Rs. 80 and below. Rs. 10 to those drawing a salary from Rs. 81 to Rs. 120. 1-4-44 Current rate. War allowance. 1-7-43. 15% subject to a maximum of Rs. 150. 1-4-44. 30% subject to a maximum of Rs. 200.
PERCENTAGE RATE.			
16	45% for those getting below Rs. 50. 30% to those getting above Rs. 50.	1940	Begun at 15% of the pay for all employees.
17	25% of the salary	1942	Begun at 12½%. Current rate of 25% since July 1944.
18	15% of the salary		
19	10% of the salary		For time-rate workers only.
PERCENTAGE OR FLAT RATE.			
20	Rs. 5 or 1-3-0 of the salary whichever is higher.		
21	Rs. 10 for those getting below Rs. 39. Rs. 13 or 10% for those getting Rs. 40 and above whichever is higher.		

Other allowances.—Since 1st April, 1944, one press pays a war allowance of 30 per cent. on the substantive emoluments of the individual, subject to a maximum of Rs. 200. (The old rate begun on 1st July 1943 was 15 per cent. on the substantive salary subject to a maximum of Rs. 150). Another press pays a compassionate allowance up to 6 months' wages according to the length of service of the worker, in the event of his death while in service or discontinuance due to serious illness.

Bonus.—Bonuses are given by the following presses at rates noted against each.

TABLE CLVI.

Serial No. of press.	Bonuses.
1	3 months' pay for all those with a service of one year and more.
2	25% of the net profit of the concern as per its byelaw No. 23.
4 & 10	3 months' wages.
5	4 months' wages.
6	½ month's wages.
3, 7, 8, & 9.	1 month's wages.

There are no attendance or special bonuses for service considerations.

Gratuities.—Only three presses pay gratuities. One press pays one month's pay as gratuity for every year of service put in by the worker subject to a maximum of Rs. 500. Another press pays 3 months' pay as gratuity on retirement. A third press pays Rs. 10 on occasions of death or marriage.

Analysis of Wages and Earnings.

Data of wages and earnings were collected in respect of 1,311 persons. This number constitutes 71.03 per cent. of the total number employed in the establishments surveyed.

The following table shows the average monthly wages and net earnings in 11 principal occupations of the sampled units. The total number of workers employed in these occupations was 1,076 or 58.29 per cent. of the total number employed in the establishments covered and 82.08 per cent. of the number whose data were obtained. But as very wide variations were noticeable in the wages and earnings in the same occupation in different establishments and also in the same establishment, the table at appendix VIII gives further details of the position in individual establishments to show the wide variations in rates which exist.

TABLE CLVII.

Showing weighted average monthly wages and earnings in 11 selected occupations in 31 sampled printing presses (regulated) in Madras City.

Serial No.	Occupation.	Basic Wages.			Net Earnings.		
		Rs.	As.	Ps.	Rs.	As.	Ps.
1	Compositors ..	25	9	10	35	9	11
2	Binders ..	22	12	5	32	15	0
3	Machinememen ..	29	14	7	41	14	2
4	Wheelers ..	18	5	8	33	1	9
5	Lino Operators ..	74	1	2	97	0	3
6	Rulers ..	21	11	6	34	3	5
7	Stereo Casters ..	21	14	9	37	10	0
8	Proof Readers ..	30	12	7	43	0	0
9	Impositors ..	35	0	2	35	10	11
10	Treadlemen ..	21	10	0	25	9	2
11	Type Casters ..	29	11	0	42	11	0

The following table shows the number of persons employed in the selected occupations in the sampled presses and percentages of samples of workers taken from each. The basic wages and net earnings given in table CLVII are the averages of the samples taken.

TABLE CLVIII.

Serial No.	Occupation.	No. of workers.	No. of samples taken.	Percentage of samples to No. of workers.
1	Compositors ..	323	191	59.13
2	Binders ..	328	137	41.77
3	Machinememen ..	186	90	48.39
4	Wheelers ..	93	42	45.16
5	Lino Operators ..	41	34	82.93
6	Rulers ..	29	19	65.52
7	Stereo Casters ..	17	14	82.35
8	Proof Readers ..	15	14	93.33
9	Impositors ..	20	10	50.00
10	Treadlemen ..	13	10	76.92
11	Type Casters ..	11	8	72.72
Total ..		1,076	599	55.88

Overtime Work.—There is no overtime work at present in any of the presses except two which pay 1-1/4 times the normal rates for overtime. Registers are maintained in both these presses, and they are available to the workers for inspection. All the other presses do not usually work overtime, but when they do work, they pay at 1-1/2 times the usual rates, if the total working hours exceed 54 per week.

Deductions.—Since the enforcement of the Payment of Wages Act, there have not been any unauthorised or illegal deductions. Only in the following presses are to be found permissible deductions in respect of items noted against each :—

TABLE CLIX.

Serial No. of the press.	Reasons for deductions.
1	Late attendance according to the actual hours of late coming.
2	Late coming, absence without leave, provisions supplied from the grainshop, and Provident Fund Contribution.
3	Provident Fund Contribution, advances given, fines, cost of damage or loss to property, and articles supplied from canteen.
4	Dues to the Co-operative Credit Society.
5 & 6	Provident Fund contributions.
7 & 8	Advances given by the management during the month.

Fine Fund.—There is no fine fund in any of the presses excepting one, where the amount is utilised for medicines supplied free from the dispensary run by the office. The manager is in charge of the fund.

Wage Period.—In the Government Press, Chepauk, wages for all workers are paid on the first working day of the succeeding month. In a second press, wages for the month are paid on the last working day of the month, wages for piece rate workers are paid on Saturday for work done during that week. In one of the newspaper presses, wages are paid fortnightly on the 5th and 20th of each month. In all other presses wages are paid on the 7th of the following month.

For all monthly salaried workers, wages are paid for the whole month. Piece-rate workers are paid only for the days actually worked. One unregulated press has no wage register. In the wage-registers of 3 unregulated presses, no information was available regarding the date of payment of wages, though the managers say that wages are paid on the 7th of the succeeding month. In a fifth press, the wages for the month are paid on any day between the 7th and 10th of the succeeding month. In a sixth press, wages for the month are paid on the 20th of the succeeding month.

Closed Days.—Sunday is a regular close day in all the regulated presses. In the 7 unregulated presses, Sunday is not always observed as a holiday. They also do not give any regular leave or holidays. In the regulated factories, holidays for festivals (with pay) are given at the discretion of the management and a list of these is duly sent to the Inspector of Factories. The annual holidays range from 5 to 19. Four private presses give holidays with pay for their workers on the permanent roll. The Government presses, of

course, grant holidays for all workers—temporary and permanent—for all Government holidays (about 15 per year). All other presses do not give any holiday with pay for their workers.

Apart from the festival holidays, permanent workers in one sampled unit are entitled to (1) 15 days' casual leave (2) one day's leave for every 11 days worked, known as 'earned leave' and (3) leave on medical grounds up to one year, according to the length of service. In the case of temporary workers, earned leave is restricted to one day for every 22 days worked. It may be noted further that all workers, temporary or permanent, who have been recruited after 1953 are not allowed to accumulate their earned leave beyond three months; if they do, their 'earned leave' lapses.

Working Hours.

One sampled regulated unit works from 11 A.M. to 2 P.M. and from 2-30 P.M. to 5 P.M. during all the 6 working days of the week—or 33 hours per week. Five units work from 8-30 A.M. to 5-30 P.M. with an interval of one hour in the noon, from Monday to Friday, and 8 A.M. to 1 P.M. on Saturday (i.e., 45 hours in all). A sixth unit works only 42-1/2 hours per week. All the other regulated presses work 48 hours per week at the rate of 8 hours per day, during all the 6 working days in the week; working hours being 8-30 A.M. to 5-30 P.M. with an interval of one hour in the noon. The smaller presses commence work at 9 A.M. and close at 6 P.M. with the usual one hour interval in the noon.

In the unregulated presses, there are no fixed hours of work. Work commences generally at 8 A.M. and continues till sometime late in the evening. Sunday is usually observed as a holiday but is converted into a working day in the event of heavy work. One Muslim press observes Friday as a closed day and works regularly on Sundays.

Shifts.—Excepting three presses, there are no shifts in any of the presses, regulated or unregulated. Two of these presses observe the following hours of work :—

TABLE CLX.

Press No. 1.					
1st Shift ..	..	6-30 A.M.	to	10-00 A.M.	} Spreadover 11 hours.
		1-30 P.M.	to	5-30 P.M.	
2nd Shift	..	10-00 A.M.	to	1-30 P.M.	} Spreadover 11 hours.
		5-30 P.M.	to	9-00 P.M.	
Press No. 2.					
1st Shift ..	..	6-30 A.M.	to	10-30 A.M.	} Spreadover 12 hours.
		2-30 P.M.	to	6-30 P.M.	
2nd Shift	..	10-30 A.M.	to	2-30 P.M.	} Spreadover 12 hours.
		6-30 P.M.	to	10-30 P.M.	

The third press works a multiple shift system, details of which are shown in table CLXI. Persons working on Sundays according to this arrangement are given compensation leave in accordance with Section 35 of the Indian Factories Act. Relievers in each group work in the place of absentees subject to a maximum of 54 hours per week and 10 hours a day.

TABLE CLXI.

				Hours of Work.			
Group No.	Nature of Work.	Relay No.	1st Period.		Second Period.		
			MONDAY TO SUNDAY.				
1	Foreman and Make-up-Man	..	1 8-30 a.m. to 6-30 p.m. } 2 10-30 a.m. to 8-30 p.m. } 3 9-00 p.m. to 6-30 a.m. }	With an hour's interval. With half an hour's interval.			
2	Lino Operators	..	1 8-30 a.m. to 12-30 p.m. 2 9-00 a.m. to 12-00 noon 3 10-30 a.m. to 1-00 p.m. 4 10-30 a.m. to 1-30 p.m. 5 9-00 p.m. to 1-00 a.m.	1-30 p.m. 1-00 p.m. 2-00 p.m. 2-30 p.m. 1-30 a.m.	to 6-30 p.m. to 7-00 p.m. to 8-00 p.m. to 8-30 p.m. to 6-00 a.m.		
(*) Four persons will work as relievers.							
3	Lino Joiners	..	1 9-00 a.m. to 12-00 noon 2 10-00 a.m. to 1-00 p.m. 3 9-00 p.m. to 1-00 a.m.	1-00 p.m. 2-00 p.m. 1-30 a.m.	to 7-00 p.m. to 8-00 p.m. to 6-00 a.m.		
(*) One person will work as reliever.							
4	Lino Correctors	..	1 9-00 a.m. to 12-00 noon 2 10-00 a.m. to 1-00 p.m. 3 9-00 p.m. to 1-00 a.m.	1-00 p.m. 2-00 p.m. 1-30 a.m.	to 7-00 p.m. to 8-00 p.m. to 6-00 a.m.		
(*) One person will work as reliever.							
5	Imposers	..	1 9-00 a.m. to 12-00 noon 2 10-00 a.m. to 1-00 p.m. 3 9-00 p.m. to 1-00 a.m.	1-00 p.m. 2-00 p.m. 1-30 a.m.	to 7-00 p.m. to 8-00 p.m. to 6-00 a.m.		
(*) One person will work as reliever.							
6	Proof Distributors and Press Attenders.		1 9-00 a.m. to 12-00 noon 2 10-00 a.m. to 1-00 p.m. 3 9-00 p.m. to 1-00 a.m.	1-00 p.m. 2-00 p.m. 1-30 a.m.	to 7-00 p.m. to 8-00 p.m. to 6-00 a.m.		
(*) One person will work as reliever.							
7	Lino Cleaners	..	1 7-30 a.m. to 12-00 noon 2 9-00 a.m. to 1-00 p.m. 3 10-00 a.m. to 2-00 p.m. 4 9-00 p.m. to 1-00 p.m.	1-00 p.m. 2-00 p.m. 3-00 p.m. 1-30 a.m.	to 5-30 p.m. to 7-00 p.m. to 8-00 p.m. to 6-00 a.m.		
(*) Two persons will work as relievers.							
8	Galley Press	..	1 9-00 a.m. to 12 noon 2 10-00 a.m. to 1-00 p.m. 3 9-00 a.m. to 1-00 a.m.	1-00 p.m. 2-00 p.m. 1-30 a.m.	to 7-00 p.m. to 8-00 p.m. to 6-00 a.m.		
(*) One person will work as reliever.							
9	Examining Department	..	1 9-30 a.m. to 12-30 p.m. 2 10-30 a.m. to 1-30 p.m. 3 9-00 p.m. to 1-00 a.m.	1-30 p.m. 2-30 p.m. 1-30 a.m.	to 7-30 p.m. to 8-30 p.m. to 6-00 a.m.		
(*) Four persons will work as relievers.							
10	Advertisement Compositors	..	1 9-00 a.m. to 1-00 p.m. 9-00 a.m. to 2-00 p.m.	2-00 p.m. 3-00 p.m.	to 7-00 p.m. to 7-00 p.m.		
11	Process Department	..	9-00 a.m. to 7-00 p.m.	With an Hour's interval.			
12	Stereo Department	..	1 10-00 a.m. to 8-00 p.m. } 2 10-30 a.m. to 8-00 p.m. } 3 12-00 midnight to 7-30 a.m. }	With an hour's interval. With half an hour's interval.			
13	Rotary Press	..	1 10-30 a.m. to 8-30 p.m. 2 12-00 midnight to 7-30 a.m.	With an hour's interval. With half an hour's interval.			
14	Job Department	..	1 9-00 a.m. to 12-30 p.m. 2 9-00 p.m. to 1-00 a.m.	1-30 p.m. 1-30 a.m.	to 7-00 p.m. to 6-00 a.m.		

TABLE CLXI—*contd.*

Group No.	Nature of Work.	Relay No.	Hours of Work.	
			1st Period.	Second Period.
MONDAY TO SUNDAY.				
(*) Two persons will work as relievers.				
15	Binding	1	8-30 a.m. to 6-00 p.m.	With an hour's interval.
		2	9-30 a.m. to 8-30 p.m.	With two hours' interval.
		3	12-00 midnight to 9-00 a.m.	With half an hour interval.
. (*) Two persons will work as relievers.				
16	Paper Folders	1	5-30 p.m. to 9-00 p.m.	~
17	Packing Department and Address Department.	1	9-00 a.m. to 1-00 p.m.	2-00 p.m. to 7-00 p.m.
		2	9-00 a.m. to 1-30 p.m.	2-30 p.m. to 7-00 p.m.
18	Workshop—Carpenters, Turners, Fitters, Electricians, etc.	1	8-00 a.m. to 12-00 noon	1-00 p.m. to 6-00 p.m.
		2	9-00 a.m. to 12-30 p.m.	1-30 p.m. to 6-00 p.m.
		3	10-30 a.m. to 1-30 p.m.	2-30 p.m. to 8-30 p.m.
		4	9-00 p.m. to 1-00 a.m.	1-30 a.m. to 6-00 a.m.
GENERAL HOLIDAY—Sunday				
NOTE.—Persons working on Sundays will be given compensation leave in accordance with Section 35 of the Factories Act.				
19	Watchmen	1	6-00 a.m. to 2-00 p.m.	
		2	10-00 p.m. to 6-00 a.m.	
		3	2-00 p.m. to 10-00 p.m.	
The above three relays will interchange on every Sunday and Thursday, each getting a rest period of 32 hours once in 13 days.				
4 9-00 a.m. to 1-00 p.m. 2-00 p.m. to 8-00 p.m.				
(Weekly Holiday—Sunday)				
* Two persons will work as relievers in place of absentees, etc.				

NOTE.—All relays in Group Nos. 2 to 5 and 14 to 15 will interchange on every Monday.
(Exemption from Section 39 (6) and (7) of the Act obtained.)

Working Conditions.

In the following pages is given an analysis of working conditions with regard to the bigger presses. This shows that there is need for a more stringent enforcement of the provisions of the Factories Act. Working conditions in respect of the smaller presses are described only in broad outlines, drawing pointed attention only to the most glaring defects, since in all these presses standards of working conditions are lower than those of the bigger presses. Only a few striking illustrations have been given in respect of working conditions in the unregulated factories as they do not satisfy most of the requirements of the Factories Act.

Press No. 1.—This press is indeed a model press in several respects, but a perusal of the remarks of the Inspector of Factories shows that improvements have been carried out from time to time only after instructions from him were received. These instructions pertained to tarring and lime washing of latrine walls, displaying of notices of working hours, provision of a guard to the paper cutting machine, supply of nail brushes, soap and towels to workers employed in the stereo-department and the periodical medical examination of workers in the casting department.

Press No. 2.—Ventilation is insufficient on account of baffle walls. Premises are dirty. Floor is littered over with pieces of paper, whitewashing is overdue and the notice issued by the Factory Inspector in June 1944 has not yet been complied with. No spittoons are provided. There is no protection

(*) All relievers in each group mentioned above will work in place of absentees subject to a maximum of 54 hours week and 10 hours a day. Exempted from Sections 39 and 40 of the Act.

against the glare of the sun. The chimney in the lead-melting section is not working satisfactorily. No suction pipes are provided for lead fumes and exhaust fans are not in working order. Wash-basins are dirty. There are no rest shelters. There is no watchman for the cycle shed. Latrines are insanitary. The supply of drinking water is inadequate. Workers allege that there is no supply of cool water in summer. The number of mechanics is considered insufficient, and lino-operators are not given the services of either an attendant or cleaner. No soap is given for washing purposes except to lino-operators. No nail brushes are provided.

Press No. 3.—The premises are clean and there is adequate lighting and ventilation, but sufficient washing facilities are not provided for workers in the Photo Section. Water provided for washing at one end of the press is dirty. There is no protection against the strong bad smell emanating from the chemicals used. No spittoons are provided. There is no periodical medical examination for the workers, especially when some of them are obliged to handle poisonous chemicals which, as admitted by the management, predispose the workers to illness.

Press No. 4.—Though the press buildings are provided with an adequate number of windows and ventilators, all ventilators and windows in the composing and machine departments remain closed. There is much congestion in the printing department owing to the piling up of bales of paper all along the sides of the machine—obviously because of lack of space in the store rooms. Soap is not provided for washing purposes. Wheelers and machine-minders in the printing section and binders have sheets of wrapping paper tied round their waist as substitutes for aprons. There are no exhaust fans in the casting section. No suction pipes are provided for lead fumes. No notices have been put up regarding lead poisoning. Moving wheels are not properly guarded, especially when workers have to stand very close to the machines on account of congestion. The three accidents reported by the concern in 1939 are not without significance. For a factory employing over 250 workers there should be an adequate shelter and a tiffin shed, but neither of these is provided, while rule 8 of the press says definitely that “workers will not be allowed to take their meals in the premises”.

Press No. 5.—There is not sufficient natural lighting in the second floor (composing section) of the press. The number of windows is inadequate. Composing is done under unshaded electric lights. Workers in the mono and lino-type sections complain that ventilation is insufficient and that the consequent heat in the room can only be mitigated by providing fans. No suction pipes have been installed over the linotype machines or in the casting department. Washing facilities are inadequate. No nail brushes are given, nor is even soap provided. Only soda ash is given for washing. No notices are put up regarding lead poisoning. There are no rest shelters. The tiffin shed intended for workers is housed in a nearby garage, about 100 yards away from the building.

Press No. 6.—Windows and ventilators remain closed and there is therefore much obstruction of natural light. The light in the linotype section is very dim. For this, the manager offered the excuse that bulbs of higher watts were not available in the market. There is no protection against lead fumes in the linotype section. The chimney in the lead-melting section is not in proper working order. The binding section is dark and ill-ventilated. Flooring is littered over with waste paper.

Smaller Regulated Presses.—With regard to the smaller presses, the following general observations may be made :—

Ventilation is insufficient in all sections in 9 presses. Congestion is very acute in five presses. The manager of one of these presses has been asked by the Inspector of Factories to shift to a better building. There is uneven and broken flooring in two presses. In one press, the roof in the machine and composing department is very low. There is a general lack of cleanliness in all except three presses. Full time sweepers are not employed even in the majority of the larger presses. For instance, one press employs a sweeper only on Rs. 3 per month. Walls have not been lime-washed in accordance with rules in several presses.

Unregulated Presses.—In none of the unregulated presses is to be found any facility for washing or for first-aid. In one press, there is neither a latrine nor a urinal. A boy of 10 years is employed and paid Rs. 5 per month. He works from 10 a.m. to 7-30 p.m. with one hour's interval for rest. In a second press employing five workers, a boy of 14 was employed full time. Neither soda nor soap is given for washing purposes. Night work is done under kerosene oil lamps. Only one Sunday was given as a holiday for three consecutive months and wages for October 1944 were paid on the 20th November 1944. A compositor was not paid his pay (Rs. 14-4-3) for March 1944 till the day of my first visit on the 17th November 1944. In a third press, neither the attendance register nor the wage register is maintained. There is a water tap but no latrine or urinal. No soda or soap is given for washing. Night work is done, but the light is insufficient, bulbs of 25 watts are being used. The working hours are from 9-30 a.m. to 2 p.m. and from 3 p.m. to 7 p.m. A fourth press, employing 6 workers, is housed in a small room 8 ft. $\times$ 5 ft. There is no latrine or urinal nor is there any tap. In none of these unregulated presses, stamped receipts have been obtained for payment of wages of Rs. 20 and above.

Shelters.—There is no rest shelter provided in any of the presses excepting one, where there are 4 shelters in all, 3 with dimensions of 13 ft. $\times$ 24 ft. and and a fourth measuring 88-1/2 ft. $\times$ 31 ft. They are roofed with galvanised sheets and floored with cement. No chairs or benches are provided.

Sanitary Arrangements.—Sanitary arrangements are generally unsatisfactory. The number of latrines in all the regulated presses satisfies the provisions of the Factories Act but they are ill kept. The repeated remarks of the Inspector of Factories as shown in the extracts from the Inspection Books prove that whitewashing and tarring of the latrine walls have not been observed properly even in the bigger presses. Privacy also is lacking in some of these latrines. When a building comprises more than one floor, there are usually no urinals except on the ground floor. There are no separate urinals in 18 out of the 25 regulated presses. There are no separate urinals in any of the unregulated presses.

Washing facilities are inadequate in all the presses except two. In one of these, hot water, soap and towels are supplied. No nail brushes are supplied to workers in any of the presses under study. Soda ash alone is given in several presses. Where soap is supplied, it is not given to individual workers with the result that it is rarely used. The worker does not take the trouble of asking for soap because he knows it would not be forthcoming. There are no bathing facilities in any of the presses.

Cool water is supplied for drinking purposes; but neither adequately nor in clean pots in all cases. In several presses, workers complained of these two things. It was only in one press that boiled water was given for drinking purposes. In the unregulated presses, where there is a tap, workers drink direct from it.

Overalls.—Overalls were supplied to the workers in the casting department in one press and to all compositors, machine-minders, linotypists, and mechanics in another press. In a third press, all workers were supplied with half shirts and shorts.

Trade Unions and strikes.

There are three press workers' unions in Madras :—

(1) The Madras Government Press Workers' Union.—It was started as early as 1919 but it was recognised only in 1937 after its registration under the Indian Trade Unions Act of 1926. Its objects are ;—

- (a) to bring about a social, material and moral advancement of its members,
- (b) to suggest ways for improvement in working conditions,
- (c) to protect and promote the interests of the employees, and
- (d) to render help to one another during sickness, unemployment, old age, death and dismissal.

The present membership of the union is 753, out of a total of about 1,700 workers. Membership is open to all non-gazetted employees of the Government Press and the subscription is 2 annas per month.

The management of the union is vested in an executive committee consisting of a president, vice-president, secretary, assistant secretary and 13 members elected annually by the general body of the workers. It is asserted that the union has to its credit the following achievements :—

- (i) increase in the pay of adult workers from Rs. 10 to Rs. 14.
- (ii) allowance of 10 minutes' grace both in the morning and afternoon attendance.
- (iii) reinstatement of a few discharged employees.
- (iv) the organisation of a lunch home for the employees.

At present the representatives of the union hold monthly meetings with the superintendent of the press to discuss the grievances of the workers.

(2) The Madras Press Labour Union. Started in 1938, this union has, at present, a membership of 800. The subscription was 2 annas for those drawing a salary of Rs. 15 and above and one anna for those getting below Rs. 15. From September 1943, this has been raised to annas 4 and 2 respectively. A member is entitled to the benefits of the union only if he had been enrolled for at least 6 months and paid his subscriptions for that period.

The affairs of the union are conducted by an executive committee consisting of a president, 2 vice-presidents, a secretary, an assistant secretary, a treasurer and representatives elected according to the rules mentioned below :—

- 1 representative for a press with 21 to 50 members.
- 2 representatives for a press with 51 to 100 members.

4 representatives for a press with 101 to 200 members.

5 representatives for a press with 201 to 300 members.

10 representatives for a press with 301 members and above.

The representatives are elected at the annual general meeting of the union and hold office for a year but they are eligible for re-election. The executive committee meetings are held once a month, or oftener if necessary. The executive committee may constitute a separate fund for the promotion of the civic and political interests of its members subject to the provisions of section 16 of the Indian Trade Unions Act.

The Madras Press Labour Union has been responsible for conducting four strikes. It may be noted here that it is a federal organisation, having affiliated unions (though not registered by the Government nor recognised by the managements concerned). At present, there are such local unions in 10 presses.

(3) *The Map Publication Employees' Union*.—The third press workers' union is that of the workers of the Government Press, Chepauk. It was started and registered in 1939 under the Indian Trade Unions Act of 1926. The immediate cause of the origin of this union was the need for relief to the family of a worker who died suddenly without leaving any money, even for funeral expenses.

The membership of the union is open to all employees who pay an annual subscription of four annas in two instalments in April and October. But, as the main object is the giving of relief to members or their families, there is a 'call money' of four annas per month payable by every member. Out of this has been constituted a 'benefit fund' from which relief is given to members according to certain prescribed rules.

The management of the union is vested in an executive committee consisting of the president, secretary, treasurer and other elected members. The officer in charge of the Central Survey Office, Madras, and the photo-zinco-graphic expert in charge of the press are the *ex officio* patrons of the union. The union runs a co-operative credit society, a library and a recreation club. It makes direct representation to the management with regard to its grievances.

There are no works committees in any of the presses under study.

Strikes.—Only in 3 presses among the sampled units have strikes taken place during the last 15 years.

Press No. 1.—The strike in one press occurred on January 26th, 1939 and lasted for three days, the cause being the dismissal of 6 workers by the management on the alleged ground of exigencies of service and trade depression. The Labour Commissioner called for the management and impressed on them the need to take back the workers. The management refused and allowed matters to culminate in a strike, after which the parties came to a settlement and the discharged workers were taken back.

Press No. 2.—The first strike in this press was from 25th June 1938 to 9th July 1938 involving 306 workers, the cause being the refusal of the

management to pay for idle hours for all compositors who were then on piece-rates. As a result of an agreement with the committee of workers, a new system was introduced by which a minimum salary was given to all compositors with extra wages for extra output reckoned on a piece basis over and above a guaranteed minimum out-turn. The operation of the new system left 10 surplus men whom the management discharged. The Madras Press Labour Union demanded their immediate reinstatement. This was refused and the workers went on strike on the 25th June 1938. The matter was referred to a court of enquiry which held that the management were not justified in discharging the workers.

The second strike lasted from 31st January 1939 to 2nd March 1939, the cause being the refusal of the management to implement the findings of the court of enquiry referred to above. Mr. C. Rajagopalachari, the then Premier of Madras, intervened as a result of which the strikers returned to work unconditionally on 2nd March 1939. The management, however, reinstated the ten discharged men.

Press No. 3.—The strike in the third press involving 159 workers began on 23rd February 1939 and ended on 13th June 1939. The cause was the dismissal of a machineman. At the instance of the then Minister for Industries and Labour, the Labour Commissioner invited the parties to a discussion and proposed a settlement. The management did not agree to the terms and suspended the work. Ultimately, as a result of the intervention of the Madras Mahajana Sabha, a settlement was arrived at, according to which the management agreed to take back all workers without victimisation and to pay them a month's wages.

Safety Acts.

As per statistics maintained at the Chief Presidency Magistrate's court, Madras, the total number of printing presses in Madras city in November 1944 was 399. Out of these, only 61 have been so far brought under the Indian Factories Act of 1934. Needless to say that there is very little scope for improving the conditions of workers with regard to their wages, working conditions, etc., until all the unregulated presses also are brought under control.

Extracts from factory inspection books.—Copious extracts from the Factory Inspection Books have been given by employers along with the dates of inspection, as answers to question 34 of the *ad hoc* questionnaire in respect of each of the 25 regulated factories. A careful scrutiny of these extracts shows :—

- (1) that almost all the regulated units have been visited twice a year,
- (2) that inspection orders have been repeated in several presses in respect of cleanliness of premises, whitewashing of buildings, tarring of latrines, provision of guards for machinery and the displaying of abstracts of different Acts. Earlier inspections reveal that uncertified children were also employed in several presses.

The Electricity Act is observed in all the presses where electricity is used. The necessary notices are displayed and adequate protection has also been provided for the machinery.

The provisions of the Payment of Wages Act are well observed in all the regulated factories. The wage period and the date of payment are in accordance with the provisions of the Act. The necessary registers are also maintained. Owing to the elaborate procedure regarding the imposition of fines and the maintenance of registers, there are no cases of fines in the presses under study except one. Nevertheless, the following infringements of the Act have been observed in a few presses noted below :—

(a) As late as 20th December 1943, wage registers were not maintained in one press, though they had been introduced in 1940.

(b) Separate registers have not been maintained for advances given by the management in two presses.

(c) Recovery of advances exceeded legal limits in four presses.

(d) Notices and abstracts of the Act have not been properly displayed in all the presses.

The provision for compensation in case of accidents, as pointed out by the Madras Press Labour Union, is inadequate and the procedure not as simple as it appears. Moreover, according to information given by the Commissioner for Workmen's Compensation Act, Madras, temporary disablement cases do not usually come to the notice of the authorities and are generally settled out of court at less than the scheduled rates.

Lead Poisoning.

All workers in the casting department are sent for a six-monthly medical examination and no cases of lead poisoning have so far been reported in any of the presses where casting is done. The Madras Press Labour Union alleges that the absence of cases of lead poisoning is due to the managements making private arrangements for shelving suspected cases and not sending them up for medical examination.

There is no periodical examination for compositors and lino-typists except in the M.S.M. Railway press. The records of the medical examination in this press do not contain any reference to any case of lead-poisoning.

Gradual Loss of Eyesight.

Opinion on this point is divided among the employers. The Superintendent of the M.S.M. Railway Press says that gradual loss of eyesight is an occupational disease in the case of compositors. The manager of another press, relying on the opinion of his medical officer, says that it is not so. The Personal Assistant to the Chief Inspector of Factories, Madras, is of opinion that composing, particularly of small types under unsatisfactory lighting conditions, causes strain on the eye, but is not necessarily likely to result in loss of eyesight. Nevertheless all are agreed that there should be a compulsory six-monthly medical examination for certain classes of press workers.

Workers in the Government Photo-zinco-graphic Press point out that the use of poisonous chemicals (e.g., mercury, bichloride, potassium cyanide and nitric acid in negative making; ammonium bichromate and nitric acid in photo-printing; caustic potash, nitric acid and alum-bath in zinco-polishing, etc.) affects the hands of the workers in the photo-enlarging section and that workers in the photo-copying section have to use high power glasses which involve considerable strain on the eyes. No provision is, however, made in this press for v periodical medical examination of workers.

Accidents.

The following statement shows details of accidents and compensation paid in 1943 in the presses noted below :—

TABLE CLXII.

Serial No. of press.	No. of accidents.	Nature of accidents	Compensation paid.			Remarks.
				Rs.	a. p.	
1	9	Minor	(1)	9	1 0	
2	3	(1) Major	(1)	646	0 0	These two persons were paid special wages of Rs. 5-14-0 and Rs. 18-12-0 respectively. They were also given special leave with pay during the period of their treatment.
		(2) Minor	(2)	14	5 0	
				25	8 0	
3	1	Minor		Nil		
4	1	Minor		Nil		The worker was paid wages during his absence due to the accident.

Provident Fund.

Provident fund exists in the case of 6 presses. There are no provident fund schemes in the other presses. A careful study shows that the liability of employers is subject to various limitations and that the benefit to the worker is not quite considerable. Moreover, only in two presses, provident fund is compulsory. Where it is optional, the number benefited is very small.

Pension Scheme.

There is a pension scheme only in the two Government presses, but the representatives of workers in them point out that a contributory provident fund would be more advantageous to them since, in many cases in the past, workers have not lived long enough after retirement to enjoy their pensions. The existing rate of pension is one half of the last substantive pay drawn after 25 years of service. In case of premature retirement, the pension is only proportionate to the actual number of years served.

Civil Condition.

The enquiry into the civil condition of workers employed in printing presses in Madras city covered 176 workers selected at random. 162 were Hindus, 13 Christians and one Muslim. Of these 27 had no dependants to support. The number of married persons was 124 and, of the rest, 8 were widowers and 44 unmarried.

Literacy was almost universal, one person only out of 176 being returned as illiterate. The level of literacy on the east coast of the southern peninsula is known to be higher than in most other parts of the country. This factor combined with the type of industry in which workers were employed would appear to explain the high level of literacy among the samples.

The enquiry into the size of families in terms of dependants revealed the following distribution of families.

TABLE CLXIII.

Size of the Family.

No. of dependants	Nil	1-2	3-4	5-6	7 & above
No. of families	27	36	71	37	5

The table shows the family with 3 to 4 dependants to be the modal group in respect of size. The total number of dependants on 149 persons with dependants was 539, which gives 3.6 persons as the average number of dependants per head of family or 4.6 persons as the average size of the family, including the heads of the families.

Indebtedness.

Of 176 samples, 51 or 29 per cent. were free from debt. Three only of the 125 samples in debt were without dependants but, as table CLXIV shows, the amount of debt on them was quite insignificant.

TABLE CLXIV.

Showing indebtedness of samples according to the number of dependants.

No. of dependants	Nil	1-2	3-4	5-6	7 & above	Total.
No. of families	3	21	65	33	3	125
Amount of debt (Rs.)	40	2,575	14,095	6,325	1,250	24,285
Average amount of debt per family. (Rs.).	13	123	217	192	417	194

The table further shows the aggregate and average amounts of debt on workers according to the number of dependants they had to support. The total amount of debt on 125 indebted samples was Rs. 24,285 which gives a *per capita* indebtedness of Rs. 194. It is seen from table CLXIV that as the size of the family grows the average amount of debt tends to grow as well. Not only that. It is seen that the frequency of indebtedness too is more widespread in larger families. The percentage distribution of indebted families in different groups was as follows :—

TABLE CLXV.

Group	Percentage of number in the group.
No dependants	11.1
1-2 dependants	58.3
3-4 dependants	91.5
5-6 dependants	89.2
7 and above	60.0

The distribution of indebted persons according to the amount of debt is indicated by the following table.

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TABLE. CLXVI.

No. of persons in debt.		No. of persons free from debt.		Debt between Rs. 1—50.		Debt between Rs. 51—100.		Debt between Rs. 101—200.		Debt over Rs. 200.	
No.	%age of total.	No.	%age of total.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.	No.	%age of persons in debt.
125	71	51	29	31	24.8	34	27.2	28	22.4	32	25.6

The distribution of indebted persons is fairly even in all groups. The *per capita* debt of Rs. 194 lies in the group next to the largest.

Analysis of indebtedness according to causes of debt is shown in table CLXVII. Debts incurred on account of individual causes have been counted as so many loans. So considered, it is seen that 125 indebted persons had incurred in all 179 loans. The predominance of consumption loans is at once apparent. Marriages and domestic needs account for 80 per cent. of loans and 65 per cent. of debt. The average amount of debt on account of marriages is higher than that for domestic needs but it is apparent that recourse to borrowing for the latter purpose was more frequent than for the former.

TABLE. CLXVII.

Causes of debt.				No. of loans.	%age of all loans.	Amount of debt in rupees.	%age of total debt.	Average amount of debt (Rs.).
All causes	..	..	..	136	100	24,285	100	179
Marriage	..	..	..	28	20.6	5,115	21.1	183
Sickness	..	..	..	9	6.6	610	2.5	68
Death	..	..	..	10	7.4	1,240	5.1	124
Litigation	..	..	..	1	0.7	180	0.7	180
Purchase of land	..	..	..	3	2.2	5,400	22.2	1,800
Domestic needs	..	..	..	81	59.6	10,680	44.0	132
Miscellaneous	..	..	..	3	2.2	660	2.7	220
Ancestral	..	..	..	1	0.7	400	1.7	400

The following table shows the rates of interest paid by indebted persons.

Sickness and death account for 14 per cent. of loans but less than 8 per cent. of debt. Productive or investment loans represented by the item purchase of land and/or houses were 3 only in number, but they were responsible for over 22 per cent. of total debt. Thus it appears that approximately three quarters of indebtedness was a result of consumption credits. This is a general feature of the analysis of indebtedness of industrial workers in different industries and in different centres.

Table CLXVIII shows the rates of interest paid by debtors. More than one fifth of the debt was free of interest and over 64 per cent. paid interest below 12-1/2 per cent.

TABLE CLXVIII.

Rate of interest.	Free from interest.	Up to 6½%.	6½% to 12½%.	12½% to 18½%.	18½% to 37½%.	Over 37½%.
Amount of debt (Rs.) ..	5,270	2,630	12,970	870	1,395	1,150
Percentage of total debt ..	21.7	10.8	53.4	3.6	5.8	4.7

Housing.

Madras is a city of distances and, unlike several other centres, my investigating staff could not inquire into the condition of a large number of houses. The survey covered 24 dwellings all of which were one roomed, scattered in different parts of the city. Information about the number of occupants in two of the dwellings was not recorded. In the remaining 22 dwellings, consisting of 22 rooms, 111 persons were accommodated. Thus, the average density of occupancy was 5.0 persons per room. The area of rooms varied considerably between 48 square feet and 120 square feet.

Amenities.—No dwelling had a subsidiary room of any sort. Verandahs were enjoyed by 14 of the 24 houses visited. 11 houses had separate kitchens.

Latrine arrangements were in existence in all the dwellings. They were of all sorts : independent latrines, common latrines, flush latrines and drains. As most of these latrines were used in common, their condition was very insanitary.

As regards water supply, independent taps were enjoyed by two dwellings only. The rest had to resort to common taps which resulted in quarrels among the tenants. Electricity was laid in one dwelling only. The others depended upon kerosene oil for lighting purposes.

Monthly rentals varied from a minimum of Rs. 2 to a maximum of Rs. 7. Four were owned by the workers themselves. Of the 20 rented houses, 9 paid rents from Rs. 2 to Rs. 4, 10 from Rs. 4 to Rs. 6 and only one paid Rs. 7.

Description.—The houses were of *pucca* masonry structure with brick walls. Five of them were terraced and the rest were tiled. Flooring was of either brick or cement. The houses in Purasuwalkam, Chindadripet and Choolai areas were built in such a way that there was provision for an open or uncovered yard in some part of the building, usually in the centre, so that the inmates in all parts of the houses might have sufficient lighting and ventilation. Women usually spend a part of their evening hours sitting in the open yard and chatting. All round this open yard can be found verandahs for each room, portions of which are also converted into kitchens or bath-rooms. The tap also is located usually in the centre or a corner of this courtyard.

Distance from Presses.—The maximum and minimum distance between the house of a worker and his press was 6 miles and 1/2 mile respectively. 15 workers lived within a distance varying from 1/2 to 1-1/2 miles, 4 workers lived at a distance varying from 1-1/2 to 3 miles, 4 workers lived at a distance of 4 miles and 1 worker lived at a distance of 6 miles from the place of his work.

- PART VII.
BOMBAY CITY.
(Bombay Province).
INTRODUCTION.

Bombay city is one of the biggest centres of the printing industry in India. The total number of regulated and unregulated printing presses in the year 1943 was 472 which is the latest available figure. The total number of workers employed was a little over 9,700.

The following table gives the total number of printing presses, regulated and unregulated, for the last few years :—

TABLE CLXIX.

Year.	Total number of printing presses.					
1939	..	..	..	..	..	558
1940	..	..	..	..	..	574
1941	..	..	..	..	..	468
1942	..	..	..	..	..	450
1943	..	..	..	..	..	472

Out of 184 regulated and 288 unregulated printing presses, 22 and 26 respectively were selected at random for an *ad hoc* survey of labour conditions. The number of workers in the regulated printing presses stood at 8,350 and the present enquiry covers 3,684 out of this total. The total number of workers in the unregulated presses is estimated at 1400. Out of these, 134 persons were take for the *ad hoc* enquiry. Thus, the present samples cover 12 per cent. and 9 per cent. respectively of regulated and unregulated units and 44 per cent. and 9.6 respectively of workers employed in them. A larger sample in respect of unregulated printing presses, which are scattered throughout the whole city and are situated in small and unimportant lanes, was not possible. As their conditions of work are more or less similar, the sample selected may be considered as fairly representative of the conditions of unregulated printing presses throughout the city and island of Bombay.

Effect of War on Industry.

From table CLXIX, it is apparent that the printing press industry received a great set-back due to war between 1939—1942. An upward trend set in in 1942 and there has since then been a steady growth in employment. The following table will be instructive :—

TABLE CLXX.

Year.	1939.	1943.
Total number of printing presses (regulated and unregulated) ..	558	472
Total number of press workers	10,823	9,700

The reduction in the number of workers has been made good to some extent by an increase in working hours as *almost* all the regulated and a fairly large number of unregulated printing presses are working overtime at present. It will not be wrong to state that the printing industry failed to attain its pre-war dimension not because of the decrease in demand for printing but because of the dearth of available hands and printing materials.

Employment.

The following table shows the total employment during the years 1939* and 1944 in respect of men, women and child workers in 22 sampled regulated units :—

TABLE CLXXI.

Type of workers.	1939.	1944.	Decrease (—) or increase + in 1944 from 1939.
Number of men workers	4,023	3,666	—357
Number of women workers	13	16	+3
Number of child workers	11	2	—9
Total number of press workers	4,047	3,684	—363

Similar figures for 1939 in respect of unregulated printing presses could not be obtained. The sampled unregulated presses, 26 in number, employed 134 workers, 5 of them being below 17 years.

Piece-rate and Time-rate.*—The press workers are mostly employed on a time-rate basis. Less than 10 per cent. workers in the sampled regulated units and 7.5 per cent. in the sampled unregulated ones were employed on piece-rate system. Most of the mono and lino operators and workers employed in binding and composing sections are on piece-rate. The following table gives the number and percentage of piece-rate and time-rate workers in the sampled regulated presses during the years 1939 and 1944 :—

TABLE CLXXII.

Type of workers.	1939.		1944.	
	Number of workers.	Percentage in relation to the total.	Number of workers.	Percentage in relation to the total.
Piece-rate	337	8.31	364	9.88
Time-rate	3,710	91.69	3,320	90.12
Total	4,047	100.00	3,684	100.00

Practically all the workers are directly employed and paid. Workers in the composing and binding occupations are sometimes employed by contractors but the press owner is directly responsible for the payment of wages. In some of the regulated presses, regular attendance registers and pay sheets

*The figures for 1939 are taken from the returns submitted to the Chief Inspector of Factories.

were not maintained for contract labour. The following table gives the relevant details :—

TABLE CLXXIII.

Serial number.	Type of worker.	Year 1939.		Year 1944.	
		Number of workers.	Percentage in relation to the total.	Number of workers.	Percentage in relation to the total.
1.	Employed and paid directly ..	3,963	97.9	3,629	98.5
2.	Employed and paid through contractors	44	1.1	19	0.5
3.	Employed through contractors but paid directly.	40	1.0	36	1.0
Total ..		4,047	100.0	3,684	100.0

Contracts are mostly given for unforeseen and heavy rush orders which the unregulated presses do not probably get.

Length of Service.—The information regarding the length of service of workers could not be obtained from all the sampled units. The following table shows the distribution of workers in different service groups in 14 regulated presses :—

TABLE CLXXIV.

Serial Number.	Length of service (in years).	Number of workers.	Percentage in respect of total.
1.	Below 1	358	13.2
2.	Between 1 and 5	799	29.5
3.	Between 5 and 10	447	16.5
4.	Over 10	1,106	40.8
Total ..		2,710	100.0

From this table it is apparent that the largest number of workers (40.8 per cent.) is covered by the last service group (over 10 years). The service group, 1—5 years, accounts for the next highest percentage of 29.5. The percentage of workers below one year's service is the least, i.e., 13.2.

Information in regard to continuity of service in the industry as a whole was also obtained from the workers and it is tabulated as under :—

TABLE CLXXV.

Serial number.	Service groups (in years).	Number of Workers.	Percentage of the total.
1.	Below 1	35	6.0
2.	Between 1 and 5	76	13.0
3.	Between 5 and 10	109	18.7
4.	Between 10 and 20	174	29.8
5.	20 and above	190	32.5
Total ..		584	100.0

A majority of the workers, viz., 62.3 per cent., have to their credit more than 10 years' experience in the industry, the single largest group being of

those who have been in it for more than 20 years. This apparently indicates that there is a general tendency among the workers to stick to the industry.

TABLE CLXXVI.

Showing length of service in the industry (Unregulated Presses).

Serial Number.	Service groups (in years).	Number of workers under each service group.	Percentage in each service group in relation to the total.
1.	Below 1	..	..
2.	Between 1 and 5	..	..
3.	Between 5 and 10	10	37.0
4.	Between 10 and 15	6	22.2
5.	Between 15 and 20	4	14.8
6.	Between 20 and 25	7	26.0
7.	25 and above	..	..
Total ..		27	100.00

The majority of sampled workers in regulated printing presses have put in more than 10 years' service in this industry. Similarly, the largest number of workers in the unregulated presses fall under the service-group of 5—10 years.

Temporary and Permanent Workers.—A classification on this basis is stated to exist in 8 out of the 22 sampled regulated units, though in three of them no hard and fast lines can be drawn; their employees being treated alike for all practicable purposes. At the Government Central Press, the privileges of permanent workers are determined by Government Rules. Privileges enjoyed by the permanent hands in the remaining units are summarised below :—

TABLE CLXXVII.

Press.	Privileges.
(i)	(i) Fifteen days' casual leave. (ii) Fifteen days' earned leave. (iii) One year's medical leave at half pay during the entire service period. (iv) Disability leave at the discretion of management.
(ii)	(i) Provident fund. (ii) Earned leave. (iii) One month's notice for termination of service.
(iii)	Provident fund.
(iv)	Contribution of half the premium on life insurance.

The following table gives the percentages of the temporary and permanent employees of the 8 presses referred to above :—

TABLE CLXXVIII.

Press.	Temporary.	Permanent.
(i)	5%	95%
(ii)	25%	75%
(iii)	9.3%	90.7%
(iv)	12%	88%
(v)	30%	70%
(vi) (Machine section)	10%	90%
(Composing section)	8%	92%
(vii)	6%	94%

The eighth press does not give the percentages, but states that its workers become permanent after 6 months' service.

Apprenticeship system.—There is no regular apprenticeship system in the printing presses.

Promotions.—In 4 out of 22 regulated sampled presses there is time-scale promotion, in the rest there are no scales for workers and they get more or less fixed wages. In one press, the grades are under suspension for the duration of the war.

Turnover.

The table given below summarises the position in respect of labour turnover in the regulated sampled presses :—

TABLE CLXXIX.

Year.	Number of presses whose data are included.		Daily average number of workers in the presses referred to in col. 2	Turnover.	Rate of turnover (%).
1939	..	13	3,169	477	15.05
1943	..	15	3,153	417	13.22

Separate figures for the nature of turnover are known only in the case of very few presses, and those show that voluntary quits form an overwhelmingly large bulk. Retirements and dismissals constitute only a small fraction of the total.

Absenteeism.

The table given below presents a comparative statement in respect of those regulated sampled units which could furnish absenteeism data :—

TABLE CLXXX.

Year.	Number of presses whose data were available.			Total Man-days	Man-days lost.	Absenteeism (%).
1939	..	..	17	892,937	68,659	7.69
1943	..	..	21	986,255	69,364	7.03

The main causes of absenteeism are sickness, socio-religious ceremonies and home visits.

Standing Orders.

The relationship between employers and the employees is governed by standing orders in 6 regulated presses, two of which are railway presses, one Government, one Municipal and two private presses. These standing orders define the position of workers in respect of leave, allowances, and dismissals. The rules in railway presses are the same as given in the State Railway Establishment Code for subordinate employees.

Recruitment.

In private presses, the most prevalent system is to obtain workers through the existing employees. Sometimes, they employ workers who offer their services at the entrance to the press. There is also a specific spot in the city where workers are recruited every day by some small employers through their agents. Some of the presses have their own daily newspapers and they advertise vacancies therein, while selection is made on the basis of merit and experience. In some presses the vacancies in higher posts are filled by departmental promotion. In the Government presses, there is the system of recruitment from among the candidates on a waiting list. The selection is made by the Superintendent himself. In one railway press, the candidates for employment must pass a pre-employment medical test and obtain a certificate of physical fitness from the Railway Medical Officer. The press workers' union alleges that the appointment of new hands should not rest with the Superintendent, as is the case at present. He should be assisted by a selection board comprising heads of sections, so that there may not be any room for favouritism. It is also alleged that the administrative staff should have nothing to do with the press as such and that if there are any complaints of unnecessary meddling on their part, severe notice should be taken of the same.

Labour Officers.

There are no labour officers in presses under enquiry except that, in the Government Central Press, there is a part-time Personnel Officer who attends to the workers' grievances and furthers a few welfare activities. The following table gives the classification and results of complaints recorded in this press during August-November 1944 for which the records are available:--

TABLE CLXXXI.

Months.	No. of complaints.	Classification of complaints.			Results of complaints.			
		Wages.	Promotion.	Miscellaneous.	Favourable.	Excluded.	Adverse.	Pending.
August ..	17	5	4	8	5	4	1	7
September	11	1	3	7	7	..	..	4
October	5	..	2	3	3	1	..	1
November	6	2	3	1	4	..	..	2
Total	39	8	12	19*	19	5	1	14**

Dearness Allowance.

The workers have been partially compensated for the increased cost of living due to war by increase in basic wages (in 8 presses) and the grant of dearness allowance by the employers. In the Government Press, the workers are given dearness allowance on the same scale as is admissible for other Govern-

*Some of these complaints relate to the employees' general demand for increase in basic wages. Demands such as supply of kerosene oil brushes for cleaning nails, adequate arrangements for cleaning the press, etc., are also included under this head.

**Some of these complaints relate to a general demand for increase in basic wages

ment servants. In the railway presses, the scales are the same as have been recommended by the Railway Board from time to time. The following table gives information in respect of dearness allowance given at the various presses :—

TABLE CLXXXII.

Serial number of press.	Details of dearness and war allowances.	
1 and 3	Rs. 16. Rs. 18. 10%	Upto Rs. 39. Rs. 40 to Rs. 180. Over Rs. 180.
2 and 4	Rs. 14. Rs. 18. 10% war allowance to those drawing more than Rs. 180 p.m.	Upto Rs. 40 p.m. From Rs. 40 to less than Rs. 180 p.m.
5	Flat rate of Rs. 10 per worker per month.	
6	Upto Rs. 20 p.m. Rs. 21 to Rs. 30. Rs. 31 to Rs. 50. Rs. 51 to Rs. 100. Rs. 101 to Rs. 150. Above Rs. 150.	45% of wages. 37½% of wages. 32½% of wages. 25% of wages. 20% of wages. 17½% of wages.
7	Flat rate of 12 annas per working day per worker.	
8, 10 & 16	Flat rate of Rs. 12 p.m.	
9	Flat rate upto Rs. 50 p.m.	Rs. 8 p.m.
11	Flat rate of Rs. 13 per head per month.	
12	From Rs. 1 to Rs. 40. From Rs. 41 to Rs. 45. From Rs. 46 to Rs. 50 From Rs. 51 to Rs. 54. From Rs. 54 to Rs. 500. Rs. 501 and over	Rs. 18-12 dearness allowance. Rs. 18-4 dearness allowance. Rs. 17-8 dearness allowance. Rs. 16-4 dearness allowance. 30% of the pay. 30% to married and 15% to unmarried.
13	Flat rate of Rs. 7 to Rs. 8 to each worker.	
14	Rs. 8 per head per month.	
15	12½% of wages plus Rs. 5 per month per worker.	
17	10% of wages per worker.	
18	Upto Rs. 99 per month. From Rs. 100 to Rs. 180. From Rs. 181 to 400	25% of wages. Rs. 25 per head per month. Rs. 30 per head per month.
19	33% of wages to the minimum of Rs. 15 p.m.	
20	Rs. 10 to each worker.	
21	Rs. 15 per month to each worker.	
22	25% of wages per worker.	

These are purely war time temporary measures. Wherever the war allowance is given on a daily basis, workers are not paid for absent days.

Other Allowances.

In one sampled unit, the management grants 10 per cent. of the wages as house allowance, in lieu of houses, to all. In two presses, gratuities are given at the rate of half month's pay for each year of service to persons who have put in over 15 years. In another press, those drawing less than Rs. 75 get Rs. 3 per month and those earning above Rs. 75 get Rs. 5 per month as allowance for regular attendance. In 3 printing presses the workers are paid two months' wages as bonus each year, while in 8 presses bonus equal to one month's wages is paid. In one press 1-1/2 months' wages were paid in three instalments

as bonus for the whole year. There is one printing press where only $\frac{3}{4}$ of a month's wages are paid as bonus per year. Normally the workers should have put in one year's service to be eligible for the bonus. In one press, however, they could get half the bonus if they have put in 6 months' service. Some unregulated presses also give bonus to their workers but their scales are low. These allowances are *mostly* temporary for the duration of war.

Overtime.

On account of the shortage of trained labour in the printing industry and exodus of workers to more paying jobs, the system of overtime work has become a normal feature. Overtime is compulsory unless the worker has some reasonable grounds for refusing it. Only two out of 22 sampled presses do not have any system of overtime. The case of unregulated presses is different. The working hours in them are slightly longer than in the regulated presses. In some cases, due to shortage of labour, a system of double employment has come into vogue. Certain categories of trained employees, for example compositors and machinemen, who work in regulated printing presses in the usual hours seek employment in unregulated presses thereafter as piece-rate workers.

Overtime is calculated in the following three ways :

- (1) According to the Factories Act.
- (2) At ordinary rate of wages as in 3 presses.
- (3) *Sawai*. In six presses, this method is adopted. Overtime under *sawai* system is paid for at as many pies per hour of overtime as the rupees in monthly wages.

Overtime is recorded in the attendance registers or attendance cards. In certain presses, separate registers are kept for the purpose and are available to workers for their inspection.

Deductions and Fines.

Seven regulated presses make such deductions from wages as are permissible under Payment of Wages Act. Separate fine funds for press workers exist in 3 presses. In the municipal and two railway presses, the funds are common for all employees of the corporation and the railways respectively, and are utilised for the general benefit of workers. There is no fine fund in the Government Press ; the amount of fines imposed is required to be credited into the treasury as per rule 74 of the Financial Publication No. 1. The total amount of fine funds in each unit is given below :—

TABLE CLXXXIII.

Serial Number of Press.	Balance.	
	Rs.	A.
.. ..	179	8
8	70	0
18	323	1 6

Wage period.

The wages of permanent and monthly-rated employees are normally paid before the 7th of every month. In one press, wages even for the monthly-rated employees are paid within 12 days and not within 10. The case of casual and daily-paid employees is different. In some presses the daily-rated

workers generally and the casual temporary workers especially are paid weekly or daily wages. In the unregulated presses, the wage period differs from press to press but the calendar month is most common and wages are paid on the first or second of the subsequent month or, in some cases, within a week. The system of advances during the wage period is common in seven regulated presses and in almost all unregulated presses. Wages are paid after deducting these advances. In one case, it was discovered that wages as such were never paid, the workers exhausted their wages in advances alone.

Holidays and Leave.

Besides principal Hindu, Muslim, Parsee and Christian holidays, which come to about 15 in a year in all except the bigger news-paper presses. Sunday is a closed day. There is a regular system of leave with or without pay in Government and Railway presses according to the schedules laid down in the S. R. E. Code, Vol. I and the Financial Handbook. In certain news presses, there are no regular closed days but each worker enjoys one week-day off, which may not necessarily be Sunday. In the unregulated presses, generally, there is some system of weekly holidays or rest days but in some cases it is honoured more in breach than in observance, the employees working on off days as well. In one private press, the workers are allowed 12 days' casual and 30 days' privilege leave in a year. Sick leave is also given but it depends upon the discretion of the management.

Analysis of Wages and Earnings.

Data of wages and earnings were collected in respect of 2,642 persons. This number constitutes 71.79 per cent. of the total employed in the regulated presses surveyed. The following table shows the average monthly basic wages and net earnings in 12 principal occupations of the sampled units. The total number of workers employed in these occupations was 2,384 or 64.78 per cent. of the total number employed in the regulated establishments covered and 90.23 per cent. of the number whose data were obtained. But as very wide variations were noticeable in the wages and earnings in the same occupations in different establishments and also in the same establishment, the table at Appendix IX gives further details of the position in individual establishments to show the wide variations in rates.

TABLE CLXXXIV.

Giving average monthly wages and earnings in 12 selected occupations of the 22 sampled regulated printing presses in Bombay City.

Serial number	Occupations.	Basic wages.			Net earnings.		
		Rs.	A.	P.	Rs.	A.	P.
1	Compositors	54	7	11	68	8	8
2	Ballers	26	5	3	44	9	6
3	Binders	34	14	7	52	13	0
4	Machinemen	46	0	1	66	11	0
5	Lin : operators	112	2	7	139	3	0
6	Folders	26	7	4	43	0	4
7	Readers	82	9	2	111	2	7
8	Pressmen	41	0	4	64	15	8
9	Mono operators	84	3	2	98	8	9
10	Copy holders	39	11	5	61	4	4
11	Mono casters	85	7	0	92	3	9
12	Distributors	28	14	0	46	10	0

The following statement shows the number of persons employed in the selected occupations of the sampled 22 presses and percentage of samples of workers taken from each. The basic wages and net earnings given in table CLXXXIV are the averages of the samples taken.

TABLE. CLXXXV.

Serial number	Occupations.	Number of workers.	Number of samples.	Percentage of samples to number of workers.
1	Compositors	771	467	60·6
2	Ballers	512	229	44·7
3	Binders	390	233	59·7
4	Machinememen	246	144	58·5
5	Lino operators	86	59	68·6
6	Folders	86	46	53·5
7	Readers	85	61	71·8
8	Pressmen	73	52	71·2
9	Copy holders	48	28	85·3
10	Mono operators	39	33	84·6
11	Mono casters	34	28	82·3
12	Distributors	14	8	57·1

Working conditions.

As all the sampled units in Bombay city come either under the Factories Act or the Bombay Shops Act, the hours of work are legally regulated. The inspection reports of the Factory Inspectors indicate evasion of these laws by certain regulated presses. The provisions regarding hours of work are more carefully observed by regulated presses than by the unregulated presses. Probably, it is due to greater difficulty in keeping a close watch over the unregulated printing presses on account of their large number.

Shifts.—Several sampled units work only one shift during the day. Five presses work one general day-shift and 2 shifts only for mechanised composing department. One unit works one general day-shift and three shifts for lino and mono operating departments. Another unit works two shifts only on Saturdays, while for the week-days there is one day-shift. For night-shift on Saturdays some workers are taken from the day shift and put on to night work for 6 hours with a rest interval of half an hour. In four other units there are two regular shifts for all departments. Out of these there is one unit, however, which works 2 general shifts and 3 shifts for particular departments only. In all the unregulated presses under investigation only one shift is worked.

Overlapping shifts are generally worked by presses which print daily newspapers or periodicals. No unregulated press works overlapping shifts.

The following table shows the distribution of different presses in respect of hours of commencement of general day shift :—

TABLE CLXXXVI.

Time of commencement.		Number of presses.
8-30 A.M.	..	1
9-00 A.M.	..	5
9-30 A.M.	..	4
10-00 A.M.	..	8
10-30 A.M.	..	2
10-40 A.M.	..	2
Total	..	22

It is clear from this table that working in the printing presses commences between 8-30 a.m. and 10-40 a.m.

The following table shows the number of sampled regulated presses and their closing time.

TABLE CLXXXVII.

Time of closing.		No. of presses.
5-30 P.M.	..	1
6-00 P.M.	..	6
6-30 P.M.	..	5
6-40 P.M.	..	2
7-00 P.M.	..	6
7-30 P.M.	..	2
Total	..	22

A majority of presses close between 6 and 7 in the evening. In case of night shifts, however, there is no great uniformity in hours of commencement and ending. From the table below it will be clear that the total number of working hours in sampled regulated presses, varies from 7-1/2 to 8-1/2 and, commonly, an 8-hour working day is observed.

TABLE CLXXXVIII.

Showing Distribution of sampled regulated presses in respect of hours of work :—

Number of hours.		Number of presses.
7½	..	5
8	..	13
8½	..	4
Total	..	22

Rest interval.—The rest interval in 18 units was one hour and in the remaining four units 1½ hour. I noticed piece-rate workers at work in the rest interval in some presses.

Hours of work in Unregulated Presses.—All sampled unregulated presses work only one shift. The number of hours of work in them varies from 7-1½ to 9 though they do not scrupulously follow them. Although the scheduled rest interval in almost all cases extends to one hour, yet it is invariably shorter and cases are not wanting where there are no rest intervals.

Light and Air.—The unregulated presses are generally situated in the lower storeys of big buildings in narrow lanes. They consequently suffer from lack of sufficient natural light and fresh air. Most of the printing presses (70 per cent. or more) require electric light even during the day. No proper care is taken to protect workers against the glare of artificial light and cases of insufficient lighting are quite frequent. In the process department in one of the sampled regulated presses, coloured glasses are not provided to workers. Adequate ventilation is lacking in general and particularly in lead foundries, lino and mono-operating and mono-casting departments, where it is required more urgently than in any other departments. Very few presses under reference provide exhaust fans and suction pumps in lead foundries and mono-casting machines. Windows are generally kept closed and fans, even where provided, are not usually worked. Stools were not provided to compositors in some sampled presses. None of them provided nail brushes. In some presses, however, washing soda or soap (not always sufficient) was supplied to them.

Congestion.—So far as regulated presses are concerned, the working rooms are congested only in such cases where, due to war, the number of workers has increased. The state of affairs in respect of working conditions in unregulated presses is pitiable. There is generally one room which serves all purposes—office, store, machine, composing and binding departments. Very few unregulated presses have sufficient light and ventilation. In one of the sampled unregulated presses a compositor was working in a room 5 feet high, with the result that he could not stand erect.

Rest shelters.—Rest shelters are conspicuous by their absence both in the case of regulated and unregulated presses.

Health and Welfare Activities.

Not much attention is paid towards the health of workers by the employers. None of the presses under reference carries on proper periodical medical test of its employees. Due to the lack of fresh air and insufficient light, great congestion in some units, long hours of work, a general absence of exhaust fans and suction pumps for lino and mono types, mono-casting machines and lead foundries, lack of nutritive diet and of knowledge of the evil effects of lead poisoning, the health of the press workers has been adversely affected. On personal investigations it was found that there were certain diseases peculiar to the press industry which can be called occupational in character. The most prevalent is the gradual loss of eyesight amongst compositors, distributors and proof readers. A very large number of proof readers and compositors were found using spectacles. The reasons for this are poor lighting conditions, unshaded electric lights and newly cast type, concentration on small type print (a paper economy measure), overwork, etc. Lead poisoning is another occu-

pational disease for printing press industry. The observations made, in reply to the question regarding the health and occupational diseases of the printing press workers, by the Chief Medical Officer, B.B. & C.I. Railway, support the view taken above.

Occupational Diseases.—In one press alone, 7 cases of spongy gums, 22 cases of inflammation of gums and 2 anaemia cases were treated. The medical officers of Railway presses held the weakness of eye sight as an occupational disease. The same diseases are prevalent in unregulated presses where conditions of work are definitely worse than in regulated presses.

Hospitals and Dispensaries.—There is not a single sampled regulated press, needless to speak of unregulated presses under reference, which has a dispensary of its own. In presses owned by the municipal corporation and railways, dispensaries exist for the use of press workers along with other employees of these organisations. Some of the printing presses have made arrangements with private medical practitioners and a worker can utilise their services, not as a right but as a courtesy. In very few presses, first-aid boxes are properly kept and complaints have been frequently made by workers on this score. Cases are not lacking where there was not a single first-aider. None of the sampled presses displayed posters regarding lead poisoning in local languages. In two of them only posters had been put up in English. The workers have vague and strange notions about the nature and extent of dangers of lead poisoning. Very few presses provided nail brushes. Washing soap provided in certain presses is inferior in quality and insufficient in quantity. In unregulated presses, the condition in this respect is hopelessly bad. Workers there are absolutely ignorant of lead poisoning and I came across cases where even water was not available on the premises for washing purposes. In almost all sampled regulated presses tap water is available. Cool water is supplied in a few units but washing basins are provided in very rare cases. The number of latrines in all the regulated presses under reference is in accordance with the Factories Act but some presses failed to provide a sufficient number of urinals. In unregulated presses, independent arrangements for latrines, urinals and water taps are not available. These are used by workers in common with other tenants in the same building.

Canteens and creches.—No press, regulated or unregulated, runs a canteen. In 5 presses, contractors are employed to supply tea and light refreshments at the market rates. In two presses, the management provided tea at cost price and a cup of tea was sold for 1½ anna whereas its market price would not be less than one anna.

As three presses employed female workers, all unmarried, the question of *creche* does not arise.

Education and Recreation.—In only two instances was some educational help extended to adult workers or to their children. Recreation facilities are provided out of the fine fund at one press.

Grainshops.—Only 5 presses have grainshops for their workers. In three places, articles are sold below the controlled rates and, in the other two, at the controlled rates.

Other Welfare Activities.—The Bombay Government runs 3 'A' type, 9 'C' type and 4 'D' type welfare centres in Bombay city for the benefit of industrial workers. 'D' type offers outdoor recreational facilities only; 'C' type provides indoor-game facilities and runs libraries and reading rooms. 'A' type gives both indoor and outdoor recreation. In addition, it runs a number of circulating library posts, sewing and embroidery classes for women and full-time montessori-model nursery schools. Inter-centre sports, tournaments and cinema shows are arranged at 'A' and 'C' centres. At these two centres radio-sets are also provided. An ayurvedic and nature-cure dispensary has been established at one 'A' centre.

The Bombay Social Service League also provides some educational, medical, sanitary, hygiene and recreational facilities for the working classes in general. It is responsible for running 4 night schools, 3 libraries and reading rooms, 7 industrial schools, meant to impart instruction to women in sewing, cutting and fancy work, and 2 gymnasiums. At one centre, theatrical performances and musical concerts are arranged.

Strikes and Trade Unions.

There was one strike each in two of the sampled regulated presses during the last 10 years. One was for increment in wages and the other for the reinstatement of some of the discharged workers. Both failed.

There are three trade unions in the printing industry—Lal Bayta Press Kamgar Union established in 1932 and registered in 1934, Press and Printing Kamgar Union (Red Flag) established in 1944, and a recognised union of workers in the Government Central Press. It was established in 1931 and registered in 1932, the principal condition of recognition being that it could not be affiliated to any other organisation. Its membership is 276. On the whole, the trade union movement is very weak among press workers in Bombay.

Safety Acts.

The following table gives the frequencies of the visits of the factory Inspectorate staff to the 22 sampled regulated presses :—

TABLE CLXXXIX.
Frequencies of Visit Per Year.

	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944
Number of presses for whom data are available ..	11	11	11	12	12	12	14	14	14	14
Total number of visits to these presses. . .	19	29	25	24	28	32	39	42	41	41
Average visit per press	1.7	2.6	2.3	2.0	2.3	2.7	2.8	3.0	2.9	2.9

Although, according to employers, the provisions of the Electricity Act, Payment of Wages Act and Workmen's Compensation Act are observed yet, on personal investigation, it was found that it was not true of some presses. In some of the presses workers were found working on Sundays. In some, the Payment of Wages Act is not fully observed and wages in certain months were not paid in full. Only a small number of printing presses displayed

posters and abstracts of the labour laws in the languages of the province—Marathi, Gujarati and Urdu. In most cases, they are not put up in conspicuous places. Out of 22 regulated presses, only 6 reported 34 accidents in 1943, four presses paid compensation in 7 cases only. In other cases, the accidents were reported to be minor and no compensation was paid. In 5 cases, only leave with pay was given during the period of absence due to accident. The compensation paid was nominal, viz., Rs. 10-2-0 as the accidents were minor.

Provident Funds, Pensions and Gratuities.

Only six sampled presses had provident fund schemes for the benefit of workers. Of these, one is a Government press, two are owned by Railways while the fourth is run by Bombay Corporation. This means that only two private presses have instituted a provident fund for their workers.

The provisions in regard to provident fund are summarised below :—

TABLE CXC.

Serial No. of Press.	Eligibility for membership.	Contributions		Interest.	Qualifications for getting employers' contribution.	Loans, etc.
		Members.	Employers.			
1&3.	All permanent staff except menials under 10 years' service.	1/12th of pay	Same ..		5 years' service.	Upto Rs. 500 for sickness—own or family.
2	All employees ..	Pay including bonus over Rs. 50; 1 anna 4 pies in the rupee, others one anna per rupee or 0-1-4 per rupee on member's discretion.	Same ..	5% per annum.	Do.	Of own contributions normally 50% for illness, marriages, visiting native places. Special cases 100% own contribution.
4	Government General Provident Fund Rules.					
5	Rules not available.					
19	All employees with over 6 months' service.	1/8th of salary	Same ..	4% ..	10 years' service at least; 5 years' membership of the fund.	Normally upto 3 months' pay—Special cases upto 6 months' illness, insurance premium going abroad, social and religious customs.

There are three sampled regulated units, where pensions are granted to workers as follows :—

TABLE CXCI.

Serial No. of press.	Details.
4	Civil Service Rules for pension.
9	Pension ranging from Rs. 4 to Rs. 26 (No definite rules).
12	At the discretion of the Directors. After 30 years' service, 1/3rd of the salary at retirement.

Gratuity is paid in two sampled regulated units. Normally, it is equivalent to half the monthly wage for each year of service and is payable only after a worker has put in 15 years.

In unregulated presses under survey neither any system of provident fund nor any scheme of pension and/or gratuities is prevalent.

Civil Condition.

The enquiry covered 584 persons divided as follows :—

Hindus	456	Married	432—74.0 per cent.
Muslims	56	Unmarried	152—26.0 per cent.
Parsis & Christians	72	Literate	489—83.7 per cent.
		Illiterate	95—16.3 per cent.

Though 432 or 74.0 of workers were married, dependants were supported by a larger percentage, viz., 92.0 (537 workers).

Table CXCI shows the distribution of persons interviewed according to dependants. The majority of them, 36.1 per cent., had 3 to 4 dependants to support. Altogether 70.7 per cent. had 4 or less than 4 dependants. This is in harmony with my findings in this regard in most other centres where printing press workers were contacted :—

TABLE CXCI.

Showing distribution of workers according to the number of dependants supported by them.

Number of dependants.	Nil.	1—2	3—4	5—6	7 and above.	Total.
Number of workers	47	155	211	135	36	584
Percentage in different groups	8.1	26.5	36.1	23.1	6.2	100

Indebtedness.

Table CXCV shows the indebtedness of families according to the number of dependants supported. Of 584 workers, 402 or 68.8 per cent. were found to be in debt. The total amount of debt on indebted persons was Rs. 1,34,843, the average being Rs. 335. The table also shows that, as the number of dependants supported increases, the amount of debt also increases and the percentage of families in debt is larger as the size of the family grows.

TABLE CXCV.

Showing indebtedness of workers according to the number of dependants supported by them.

Number of dependants.	Nil	1—2	3—4	5—6	7 and over.	Total.
Number of indebted workers ..	10	94	158	109	31	402
Amount of debt (Rs.) ..	1,280	22,902	52,117	44,774	13,770	1,34,843
Average amount of debt per indebted worker (Rs.) ..	128	244	330	411	444	335
Percentage of indebted workers to total in different groups ..	21.3	60.6	74.9	80.7	86.1	68.8

The distribution of families according to the actual amount of their debt is brought out by table CXCVI. It is seen that, of 402 indebted persons with an average debt of Rs. 335, 30 or 7.5 per cent. were very lightly in debt having

debt of less than Rs. 50 ; another 13.9 per cent. and 24.6 per cent. also had debt of much less than the average, being between Rs. 51 and Rs. 100 and between Rs. 101 and Rs. 200 respectively. The remaining 51 per cent. (217 persons) had debt of over Rs. 200.

TABLE CXCIV.

Giving distribution of indebted persons in specified indebtedness groups.

Number of persons in debt. (1)		Number of persons free from debt. (2)		Debt upto Rs. 50. (3)		Debt between Rs. 51—100. (4)		Debt between Rs. 101—200. (5)		Debt over Rs. 200. (6)	
No.	% of total.	No.	% of total.	No.	% of Col. 1.	No.	% of Col. 1.	No.	% of Col. 1.	No.	% of Col. 1.
402	68.8	182	31.2	30	7.5	56	13.9	99	24.6	217	54.0

Table CXCV gives an analysis of indebtedness by causes. Three causes of debt stand out prominently : (a) domestic needs accounting for 32.1 per cent. of all loans taken and 30.5 per cent. of total debt, (b) marriages, accounting for 22.4 per cent. of loans and 26.4 per cent. of debt, (c) sickness, being responsible for 28.8 per cent. of loans and 23.5 per cent. of total debt. The analysis leads to the usual story of indebtedness except that in this case sickness accounts for a somewhat more than normal proportion of debt.

TABLE CXCV.

Showing amount and percentage of indebtedness by causes.

Causes of debt.	Number of instances of loans.	% of all loans.	Amount of Debt. (Rs.)	% of total debt.	Average amount of debt (Rs.)
Marriage	126	22.4	35,540	26.4	282
Sickness	162	28.8	31,745	23.5	196
Death	31	5.5	4,060	3.0	131
Purchase of land ..	17	3.0	5,250	3.9	309
Litigation	6	1.1	3,300	2.5	550
Domestic needs ..	181	32.1	41,098	30.5	227
Ancestral	15	2.7	6,800	5.0	453
Miscellaneous ..	25	4.4	7,050	5.2	282
All causes	563	100	134,843	100	240

Table CXCVI gives an indication of the burden of interest charges on indebted persons. As much as 26.7 per cent. of total debt was free of interest and 38.1 per cent. paid interest at not more than 12½ per cent. The percentage paying interest above 37½ per cent. was 23.2 per cent.

TABLE CXCVI.

Showing burden of interest charges on indebted persons.

Rate of interest.	Free of interest.	Upto 6½%.	6½% to less than 12½%.	12½% to less than 18½%.	18½% to less than 37½%.	Over 37½%
Amount of debt (Rs.)	35,907	22,480	28,910	4,335	11,905	31,306
% of total debt	26.7	16.7	21.4	3.2	8.8	23.2

Housing.

The survey covered 134 dwellings, 129 or 96.3 per cent. of which were one-room dwellings, as seen in table CXC VII. The total number of rooms comprised in them was 141 accommodating 666 occupants. The average density of occupancy was thus 4.7 persons. The average area of rooms was 110 square feet.

TABLE CXC VII.

Number and size of dwellings								
Size.							Total-number of dwellings.	Percentage of total dwellings.
One room	..	..	..	..	..	..	129	95.3
Two rooms	..	..	..	..	..	..	3	2.2
Three rooms	..	..	..	..	..	..	2	1.5
Four rooms	..	..	..	..	..	..	..	..
Five rooms	..	..	..	..	..	..	..	..
Total ..							134	100

The density of occupancy in dwellings of different sizes is shown in table CXC VIII. It was highest in one-room dwellings, which accommodated 92.5 per cent. of the total number of occupants in all dwellings. They contained in themselves 91.5 per cent. of the total number of rooms in all dwellings, as may be seen in table CXC IX :—

TABLE CXC VIII.

Density of occupancy in dwellings of different sizes.

Size of dwellings.				Number of dwellings.	Number of rooms.	Number of occupants.	Density of occupancy.
One room	..	..	..	129	129	616	4.8
Two rooms	..	..	..	3	6	26	4.3
Three rooms	..	..	..	2	6	24	4.0
Four rooms	..	..	..	..	..	..	..
Five rooms	..	..	..	..	..	..	..
Total ..				134	141	666	4.7

TABLE CXC IX.

Showing percentage distribution of habitable rooms and occupants in dwellings of different sizes.

Size of dwellings.				Percentage of habi- table rooms to total number of rooms.		Percentage of occu- pants to total no. of occupants.	
One room	..	..	..	..	91.5	..	92.5
Two rooms	..	..	..	..	4.25	..	3.9
Three rooms	..	..	..	..	4.25	..	3.6
Four rooms	..	..	..	..	..	..	..
Five rooms	..	..	..	..	..	..	..
Total ..				..	100	..	100

Tables CC(a) and (b) show the existence of amenities other than living rooms in the dwellings covered by the survey. No dwelling was provided with subsidiary rooms. The majority were without verandahs, courtyards,

kitchens, bath rooms, water supply and latrines. In the majority of cases drainage and ventilation were unsatisfactory :—

TABLE CC (a).

Size.	Subsidiary Rooms.				Verandahs.			Courtyards.				Kitchens.						
	No. of rooms.	No. of dwellings.		With-out.	With-	With-	With-out.	With-	With-	With-out.	With-	With-						
		No.	%										No.	%	No.	%	No.	%
All dwellings	..	..	..	..	125	9	6.7	132	2	1.6	131	3	3.2					
One room dwellings	..	..	..	..	120	9	7	127	2	1.6	127	2	1.6					
Two rooms dwellings	..	..	..	..	3	..	..	3	..	..	3	0	..					

TABLE CC (b).

Size.	Bathrooms.			Latrines.			Water Supply.			Electricity.			Drainage.			Ventilation.		
	With.		No.	With.		No.	With.		No.	With.		No.	With.		No.	With.		No.
	out.	in.		out.	in.		out.	in.		out.	in.		out.	in.		out.	in.	
All dwellings	131	3	2.2	..	134	All	..	134	All	98	36	26.8	40	94	70.1	8	126	94
One room dwellings	126	3	2.3	..	129	All	..	129	All	98	31	24.0	39	90	69.7	7	122	94.5
Two room dwellings	3	..	..	..	3	All	..	3	All	..	3	..	1	2	66.6	1	2	66.6

Altogether, the picture of housing yielded by this survey seems incredible. Under war conditions housing in Bombay must have deteriorated considerably. But, contrary to expectation, lack of amenities is more pronounced than density of occupancy.

PART VIII.

SUMMARY AND CONCLUSIONS.

Employment.

16,036 workers in nine selected centres were covered by the inquiry. The overwhelming majority are on time-rate basis; the percentage of piece rate workers varies with different centres, the maximum being 15 per cent. in Lahore. There was a strong feeling among workers against the piece-rate system.

Printing is essentially a masculine industry. Only in Bombay, 16 women, all lino or mono operators, were employed. There was also a sprinkling of children and adolescents, mostly in unregulated presses. They are confined to such occupations as paper feeding, binding and distribution. Labour is generally employed and paid direct. Contract labour, which forms a small fraction of the total strength, is found in the binding and composing sections.

Statistics of service in the sampled units indicate that the group '10 years and over' comprises a very substantial percentage. The relatively better conditions in government, semi-government and some of the well established presses are obviously responsible for it. Next in importance is the group '1 to 5 years' which exhibits a fairly large number of those employees who entered their present service during the war. The following table brings out the comparative details :—

TABLE CCI.
Showing length of service in percentages.

Serial Number	Length of service.	Lahore.	Simla.	Delhi.	Ali-garh.	Allahabad.	Patna.	Calcutta.	Madras.	Bombay.
1	0 to 1 year	39.3	7.7	21.5	8.4	11.7	65.7	22.4	15.9	13.2
2	1 year to 5 years	25.3	45.5	26.5	29.4	19.0	22.4	2.8	28.5	29.5
3	5 years to 10 years	10.2	9.1	20.5	7.4	20.1	10.9	20.2	20.6	16.5
4	Over 10 years	25.2	37.7	31.5	54.8	49.2	1.0	54.6	35.0	40.8
5	Total	100	100	100	100	100	100	100	100	100

Barring a few big presses, the distinction between 'temporary' and 'permanent' is rather loose. The exceptionally high percentage of permanent workers in Simla, viz., 64, is largely attributed to the fact that practically all the units are under Government control. The special privileges enjoyed by the permanent hands are longer period of notice for termination of services, benefits of provident fund, a few paid holidays and some days' leave.

A number of occupations call for a high degree of dexterity and skill, yet it is a sad commentary on the industry that no scientific or well organised system of apprenticeship has been instituted. A well-defined course of training has a very healthy bearing on efficiency of labour, particularly in trades warranting a high level of workmanship. The establishment of a training institution is bound to react favourably on production.

Promotion is generally discretionary, arbitrary and unsatisfactory. Apart from the Government presses, where most of the employees are on time-scale, graded or time-scale promotions obtained only in a handful of others.

Turnover varies from centre to centre, but usually oscillates between 10 per cent. and 20 per cent. It is considerably higher in unregulated than in regulated units. It is caused by fluidity of labour, frequent movements of workers in search of higher remuneration, casual supplementary employment for short periods to execute urgent orders and lack of incentives, like provident fund, bonuses, gratuities, pensions, chances of promotion and permanency and other similar facilities. It would be conceded that associations of employers and employees can take effective steps to minimize turnover by careful selection, standardization of wages and insistence on discharge certificates before taking in new hands.

Not very violent fluctuations have, since the outbreak of war, occurred in absenteeism which is quite considerable. Sickness, social and religious rituals, are the principal causes. Effective and better medical facilities, provision of suitable quarters and canteens, amelioration of working conditions and regularity allowances may go a long way in reducing the high rate of absenteeism.

A few big presses have written regulations governing the relations between the employers and the employees. These relate to hours of work, shifts, duty, leave, termination of services and some rules of conduct and discipline.

Recruitment is made in one or more of the following ways :—

(1) New hands may be taken through their friends or relatives already in service.

(2) The new workers may present themselves for work at the press portals.

(3) Waiting lists of suitable candidates may be drawn up in order of merit and jobs offered as and when vacancies arise.

(4) Recourse may be had to advertisement through newspapers, posters, handbills and notices for more skilled jobs.

(5) Employment exchanges may be availed of.

(6) Some influential persons may be induced to rope in workers from other presses.

(7) Internal promotions may be given.

Except for a part-time personnel officer at one press in Bombay, labour officers are conspicuous by their absence. As most of the concerns are small and even the largest among them is much smaller than large units in some other industries, it is obviously impossible to expect all of them to appoint their own labour officers. The result is that recruitment lamentably lacks that organization which is a remarkable feature of the industry abroad. A co-operative endeavour on the part of smaller constituent units is immediately called for, not only to regulate recruitment but also to serve the larger interests of the industry. The few works committees, that have been set up, do not perform any useful function. These are rather alleged to be instruments for stifling workers' aspirations and ambitions.

Wages and Earnings.

The rise in cost of living has necessitated an increase in earnings which has taken place in one of the following three ways :—

- (1) By grant of dearness or war allowances without any change in basic wages.
- (2) By sanction of allowances coupled with a rise in basic wages.
- (3) By increase in basic wages only.

Most of the concessions are, for obvious reasons, purely temporary and are likely to continue for the duration of war or such period thereafter as the situation may demand. Fines are not in vogue now-a-days. Deductions are made only in a few cases for absences, late arrivals, negligence and such other reasons as are permissible under the Payment of Wages Act. Some presses make punitive deductions. At one place, five minutes' delay is deemed as equivalent to one hour. Fine funds are stated to be utilized for promoting welfare among the workers.

Overtime is more of a rule than an exception. The following reasons account for it :—

- (i) Machinery and printing material are not freely and conveniently importable.
- (ii) There is a tremendous increase of military, semi-military and civil work.
- (iii) Labour shortage has become acute.
- (iv) Workers are hard hit by unprecedented inflation and are keen to add to their paltry incomes, even at the expense of their health and leisure.

Overtime is calculated differently at different places, the more common methods are :—

- (a) at ordinary rates of wages,
- (b) in accordance with the Factories Act,
- (c) *Sawai*—As many pies per hour as the rupees in the monthly wages,
- (d) grant of compensatory off-time, and
- (e) 50 per cent. and 25 per cent. of the usual wages on Sundays and gazetted holidays respectively.

Half an hour's overtime is seldom accounted for.

So far as wages and earnings are concerned, it is not possible to draw any line of uniformity. The following consolidated tables throw sufficient light on this point :—

TABLE CCI(A).
Weighted Averages.

Serial number.	Occupation.	Lahore.			Simla.			Delhi.			Aligarh.		
		(1)			(2)			(3)			(4)		
		Basic wages.	Net earnings.		Basic wages.	Net earnings.		Basic wages.	Net earnings.		Basic wages.	Net earnings.	
		Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.	Ra. As. Pa.
1	Compositors	51 0 3	63 6 5	50 7 11	105 9 0	44 11 6	63 4 6	25 11 10	35 10 11				
2	Machinemen	46 8 10	55 1 3	37 3 9	65 15 0	39 8 10	56 3 0	40 3 2	55 1 11				
3	Binders	22 6 7	40 0 11	33 7 7	64 6 5	24 9 3	45 9 9	19 3 11	33 0 10				
4	Readers	80 11 4	102 1 8	131 7 0	194 13 0	98 11 4	125 11 9	38 2 3	47 11 7				
5	Copyholders	31 9 10	46 2 8	36 15 5	75 14 2	35 14 10	63 3 9						
6	Lino-operators	86 10 5	108 0 7	96 6 0	153 3 0	94 6 1	132 11 6						
7	Pressmen	26 11 2	45 9 1			30 10 3	34 13 2	28 7 8	41 12 6				
8	Distributors	28 14 3	39 8 3			26 13 4	41 7 11						
9	Inkers	18 15 11	28 7 10	19 9 0	34 15 7	19 1 11	29 5 3	27 9 3	42 7 5				
10	Papermen or Feeders	25 5 3	34 3 2	94 4 6	144 11 6	27 5 5	34 7 2	13 6 0	18 10 7				
11	Mono operators												
12	Impositors												
13	Foremen	64 13 9	82 1 7			56 1 2	76 7 5	71 8 11	88 14 2				
14	Coolies												
15	Folders and Envelope makers, etc.												
16	Treadlemen												
17	Mono Casters												
18	Forme carriers												
19	Caster attendants			17 4 4	37 11 1								
20	Packers			41 6 3	82 10 7								
21	Galley Proof men												
22	Wheelers												
23	Rulers												
24	Stereocasters												
25	Typecasters												
26	Ballers												

TABLE CCI(A).
Weighted Averages.

Serial number.	Occupation.	Allahabad.			Patna.			Calcutta.			Madras.			Bombay.		
		(5)			(6)			(7)			(8)			(9)		
		Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
1	Compositors	28 11 7	42 8 0	46 15 9	49 0 4	34 12 3	50 8 8	25 9 10	35 9 11	54 7 11	54 7 11	54 7 11	54 7 11	54 7 11	54 7 11	54 7 11
2	Machine-men	31 9 5	44 13 0	32 10 6	39 5 5	36 2 9	57 2 2	29 14 7	41 14 2	46 0 1	46 0 1	46 0 1	46 0 1	46 0 1	46 0 1	46 0 1
3	Binders	15 7 0	27 2 9	21 0 4	29 4 10	25 8 0	41 13 3	22 12 5	32 15 0	34 14 7	34 14 7	34 14 7	34 14 7	34 14 7	34 14 7	34 14 7
4	Readers	100 5 10	130 5 7	83 4 8	91 9 6	132 3 3	150 3 6	30 12 7	43 0 0	82 9 2	82 9 2	82 9 2	82 9 2	82 9 2	82 9 2	82 9 2
5	Copyholders	29 11 10	41 6 4	39 12 0	50 12 0	44 8 6	61 12 10	74 1 2	97 0 3	39 11 5	39 11 5	39 11 5	39 11 5	39 11 5	39 11 5	39 11 5
6	Lino-operators	16 0 3	29 15 8	22 8 7	29 2 3	106 0 6	134 13 7	..	..	112 2 7	112 2 7	112 2 7	112 2 7	112 2 7	112 2 7	112 2 7
7	Pressmen	13 9 5	24 8 8	19 12 0	24 15 3	24 10 7	38 6 0	..	..	41 0 4	41 0 4	41 0 4	41 0 4	41 0 4	41 0 4	41 0 4
8	Distributors	..	..	..	..	..	..	..	..	28 14 10	28 14 10	28 14 10	28 14 10	28 14 10	28 14 10	28 14 10
9	Inkers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
10	Papermen or Feeders	19 2 0	31 10 6	..	..	27 15 5	43 13 11	..	..	..	..	..	..	..	..	..
11	Mono-operators	52 14 8	61 15 9	..	..	23 12 7	40 13 4	..	..	84 3 2	84 3 2	84 3 2	84 3 2	84 3 2	84 3 2	84 3 2
12	Impositors	17 10 8	39 7 10	..	..	..	..	35 0 2	35 10 11	..	..	..	..	..	..	..
13	Foremen	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
14	Coolies	11 4 10	19 13 9	9 15 1	13 0 8	19 7 6	34 2 0	..	..	..	..	..	..	..	..	..
15	Folders and Envelope makers, etc.	..	..	..	..	..	..	..	..	26 7 4	26 7 4	26 7 4	26 7 4	26 7 4	26 7 4	26 7 4
16	Treadmen	..	..	..	..	31 14 4	48 4 11	21 10 0	25 9 2	..	..	..	..	..	..	..
17	Mono Casters	..	..	..	..	..	..	..	..	85 7 0	85 7 0	85 7 0	85 7 0	85 7 0	85 7 0	85 7 0
18	Forme carriers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
19	Caster attendants	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
20	Packers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
21	Galley Proofmen	..	..	18 6 5	28 12 10	..	..	..	..	..	..	..	..	..	..	..
22	Wheelers	..	..	..	..	..	..	18 5 8	33 1 0	..	..	..	..	..	..	..
23	Rulers	..	..	..	..	..	..	21 11 6	34 3 5	..	..	..	..	..	..	..
24	Stereo casters	..	..	..	..	..	..	21 14 9	37 10 0	..	..	..	..	..	..	..
25	Type casters	..	..	..	..	..	..	29 11 0	42 11 0	..	..	..	..	..	..	..
26	Ballers	..	..	..	..	..	..	26 5 3	44 9 6	..	..	..	..	..	..	..

TABLE CCI(B).
Maxima.

Serial number.	Occupation.	Lahore.				Simla.				Delhi.				Aligarh.			
		(1)		(2)		(3)		(4)		(5)		(6)		(7)		(8)	
		Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
1	Compositors	114 9 0	128 9 0	90 0 0	145 5 0	166 6 0	193 13 0	55 0 0	67 0 0	166 6 0	193 13 0	55 0 0	67 0 0	166 6 0	193 13 0	55 0 0	67 0 0
2	Machinemen	91 0 0	116 3 6	70 0 0	83 8 0	101 11 0	120 1 0	90 0 0	118 4 0	101 11 0	120 1 0	90 0 0	118 4 0	101 11 0	120 1 0	90 0 0	118 4 0
3	Binders	80 0 0	119 13 0	50 0 0	92 9 0	50 0 0	91 14 0	40 0 0	59 4 0	50 0 0	91 14 0	40 0 0	59 4 0	50 0 0	91 14 0	40 0 0	59 4 0
4	Readers	173 0 0	202 3 0	190 0 0	267 6 0	250 0 0	329 1 0	73 0 0	97 9 0	250 0 0	329 1 0	73 0 0	97 9 0	250 0 0	329 1 0	73 0 0	97 9 0
5	Copyholders	70 0 0	101 8 0	48 0 0	80 10 0	60 0 0	71 0 0	..	..	60 0 0	71 0 0	..	..	60 0 0	71 0 0	..	..
6	Lino-operators	194 0 0	204 4 0	120 2 0	188 5 0	140 0 0	201 14 9	38 13 0	61 5 0	140 0 0	201 14 9	38 13 0	61 5 0	140 0 0	201 14 9	38 13 0	61 5 0
7	Pressmen	65 0 0	71 7 0	..	..	50 0 0	52 0 6	..	..	50 0 0	52 0 6	..	..	50 0 0	52 0 6	..	..
8	Distributors	56 5 0	68 5 0	..	..	67 8 0	86 0 0	..	..	67 8 0	86 0 0	..	..	67 8 0	86 0 0	..	..
9	Inkers	40 10 0	52 10 0	30 0 0	49 8 0	54 9 0	71 8 0	29 7 0	59 1 0	54 9 0	71 8 0	29 7 0	59 1 0	54 9 0	71 8 0	29 7 0	59 1 0
10	Papermen or Feeders	45 0 0	54 7 0	..	..	48 0 0	73 9 7	24 0 0	28 0 0	48 0 0	73 9 7	24 0 0	28 0 0	48 0 0	73 9 7	24 0 0	28 0 0
11	Mono-operators	..	..	121 3 0	183 9 0	..	..	..	..	..	..	..	..	..	..	..	..
12	Impositors	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
13	Foremen	170 0 0	187 0 0	..	..	85 0 0	113 5 0	105 0 0	135 11 0	85 0 0	113 5 0	105 0 0	135 11 0	85 0 0	113 5 0	105 0 0	135 11 0
14	Coolies	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
15	Folders, Envelope makers, etc.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
16	Treadmen	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
17	Mono-Casters	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
18	Forme Carriers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
19	Caster attendants	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
20	Packers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
21	Galley proofmen	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
22	Wheelers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
23	Rulers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
24	Stereo Casters	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
25	Type casters	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
26	Ballers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

TABLE CCI(B).
Mascina.

Serial number	Centre.	Allahabad.				Patna.				Calcutta.				Madras.				Bombay.			
		(5)				(6)				(7)				(8)				(9)			
		Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.	Basic wages.	Net earnings.
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
1	Compositors	97 3 0	111 3 0	106 0 0	120 0 0	98 0 0	112 0 0	60 0 0	75 7 0	60 0 0	75 7 0	60 0 0	75 7 0	60 0 0	75 7 0	60 0 0	75 7 0	60 0 0	75 7 0	60 0 0	75 7 0
2	Machinemen	55 0 0	82 1 0	76 2 0	90 14 0	600 0 0	86 9 6	94 0 0	137 3 0	94 0 0	137 3 0	94 0 0	137 3 0	94 0 0	137 3 0	94 0 0	137 3 0	94 0 0	137 3 0	94 0 0	137 3 0
3	Binders	84 6 0	84 6 0	35 0 0	46 0 0	47 0 0	76 14 0	46 14 0	63 4 0	46 14 0	63 4 0	46 14 0	63 4 0	46 14 0	63 4 0	46 14 0	63 4 0	46 14 0	63 4 0	46 14 0	63 4 0
4	Readers	265 0 0	322 0 0	210 0 0	250 0 0	370 0 0	398 12 0	65 0 0	71 8 0	65 0 0	71 8 0	65 0 0	71 8 0	65 0 0	71 8 0	65 0 0	71 8 0	65 0 0	71 8 0	65 0 0	71 8 0
5	Copyholders	35 0 0	50 11 0	45 0 0	59 0 0	63 0 0	90 3 0	115 14 0	148 14 0	115 14 0	148 14 0	115 14 0	148 14 0	115 14 0	148 14 0	115 14 0	148 14 0	115 14 0	148 14 0	115 14 0	148 14 0
6	Line operators	21 0 0	58 11 0	162 0 0	177 1 0	227 0 0	237 0 0	60 0 0	..	60 0 0	..	60 0 0	..	60 0 0	..	60 0 0	..	60 0 0	..	60 0 0	..
7	Pressmen	20 3 0	27 8 0	35 4 0	46 4 0	40 0 0	54 0 0	..	..	40 0 0	54 4 6	..	..	40 0 0	54 4 6	..	..	40 0 0	54 4 6	..	..
8	Distributors	..	..	..	..	33 0 0	63 1 6	..	..	33 0 0	63 1 6	..	..	33 0 0	63 1 6	..	..	33 0 0	63 1 6	..	..
9	Inkers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
10	Papermen or Feeders	24 0 0	43 8 0	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
11	Mono operators	14 5 0	128 5 0	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
12	Impositors	21 0 0	38 0 0	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
13	Foremen	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
14	Coolies	16 0 0	28 0 0	12 0 0	17 14 0	40 0 0	60 4 0	..	..	40 0 0	60 4 0	..	..	40 0 0	60 4 0	..	..	40 0 0	60 4 0	..	..
15	Folders, Envelope makers, etc.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
16	Treadmen	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
17	Mono-casters	..	..	..	..	78 8 0	143 4 0	35 0 0	39 0 0	35 0 0	39 0 0	35 0 0	39 0 0	35 0 0	39 0 0	35 0 0	39 0 0	35 0 0	39 0 0	35 0 0	39 0 0
18	Forme carriers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
19	Caster attendants	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
20	Packers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
21	Galley proofmen	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
22	Wheelers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
23	Rulers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
24	Stereo Casters	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
25	Type casters	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
26	Ballers	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..

TABLE CCI(C).
Minima.

Serial number.	Occupation.	Lahore.			Simla.			Delhi.			Aligarh.		
		(1)			(2)			(3)			(4)		
		Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Net earnings.
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
1	Compositors	9 4 9	12 1 9	30 0 0	46 14 9	23 15 6	15 0 0	23 15 6	15 0 0	21 0 0	21 0 0	21 0 0	21 0 0
2	Machinemen	18 0 0	22 0 0	21 8 0	49 9 9	13 8 0	15 0 0	13 8 0	15 0 0	28 12 0	28 12 0	28 12 0	28 12 0
3	Binders	8 0 0	16 8 0	30 0 0	51 0 0	16 0 0	10 0 0	16 0 0	7 0 0	11 0 0	11 0 0	11 0 0	11 0 0
4	Readers	40 0 0	51 5 0	68 0 0	112 12 0	37 0 0	32 0 0	37 0 0	25 0 0	29 0 6	29 0 6	29 0 6	29 0 6
5	Copyholders	21 6 9	29 2 0	34 14 0	79 7 0	24 14 0	20 0 0	24 14 0	..	..	..	..	..
6	Lino operators	30 0 0	37 8 0	73 0 0	122 1 0	81 1 6	45 0 0	81 1 6	18 0 0	24 0 0	24 0 0	24 0 0	24 0 0
7	Pressmen	17 8 0	26 2 0	..	..	20 3 3	16 0 0	20 3 3	..	..	..	..	..
8	Distributors	5 0 0	5 13 0	..	..	23 4 6	10 0 0	23 4 6	..	..	..	..	..
9	Inkers	8 0 0	10 14 0	15 0 0	22 6 6	13 11 0	5 0 0	13 11 0	16 0 0	27 2 0	27 2 0	27 2 0	27 2 0
10	Papermen or Feeders	14 0 0	16 14 0	..	..	9 12 6	8 0 0	9 12 6	10 0 0	14 0 0	14 0 0	14 0 0	14 0 0
11	Mono operators	..	..	70 0 0	107 14 0	..	..	..	..	..	..	..	..
12	Impositors	31 9 0	45 0 0	..	..	46 4 0	31 0 0	46 4 0	23 0 0	41 4 9	41 4 9	41 4 9	41 4 9
13	Foremen	..	..	..	..	..	..	..	..	..	..	..	..
14	Coolies	..	..	..	..	..	..	..	8 0 0	11 11 6	11 11 6	11 11 6	11 11 6
15	Folders and envelope makers, etc.	..	..	..	..	..	..	..	..	..	..	..	..
16	Treadmen	..	..	..	..	..	..	..	..	..	..	..	..
17	Mono Casters	..	..	..	..	..	..	..	..	..	..	..	..
18	Forme Carriers	..	..	..	..	..	..	..	..	..	..	..	..
19	Caster Attendants	..	..	16 0 0	33 0 0	..	..	..	..	..	..	..	..
20	Packers	..	..	20 0 0	59 0 0	..	..	..	..	..	..	..	..
21	Galley Proofmen	..	..	..	..	..	..	..	14 0 0	23 0 0	23 0 0	23 0 0	23 0 0
22	Wheelers	..	..	..	..	..	..	..	..	..	..	..	..
23	Rulers	..	..	..	..	..	..	..	..	..	..	..	..
24	Stereo-casters	..	..	..	..	..	..	..	..	..	..	..	..
25	Type-casters	..	..	..	..	..	..	..	..	..	..	..	..
26	Ballers	..	..	..	..	..	..	..	..	..	..	..	..

TABLE CCI(C).
Minima.

Serial number.	Occupation.	Allahabad.			Patna.			Calcutta.			Madras.			Bombay.		
		(5)			(6)			(7)			(8)			(9)		
		Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.	Basic wages.	Net earnings.	Basic wages.
		Rs. As. Pa.	Rs. As. Ps.	Rs. As. Pa.	Rs. As. Pa.	Rs. As. Ps.	Rs. As. Pa.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
1832																
1	Compositors	13 0 0	18 0 0	12 0 0	12 0 0	16 0 0	10 0 0	10 0 0	19 12 0	10 0 0	14 14 0	13 0 0	13 0 0	23 0 0	23 0 0	23 0 0
2	Machinemen	20 0 0	25 0 0	13 0 0	13 0 0	13 5 0	15 0 0	15 0 0	15 0 0	9 10 9	12 10 9	22 0 0	22 0 0	32 0 0	32 0 0	32 0 0
3	Binders	6 9 6	6 9 6	11 0 0	11 0 0	16 0 0	12 0 0	12 0 0	16 0 0	6 0 0	6 0 0	14 0 0	14 0 0	21 0 0	21 0 0	21 0 0
4	Readers	30 0 0	45 0 0	20 0 0	20 0 0	27 4 3	25 0 0	25 0 0	25 0 0	15 0 0	25 8 0	24 1 9	24 1 9	41 7 9	41 7 9	41 7 9
5	Copyholders	20 0 0	32 0 0	31 0 0	31 0 0	42 0 0	22 0 0	22 0 0	33 0 0	.. 0 0	.. 0 0	27 0 0	27 0 0	43 0 0	43 0 0	43 0 0
6	Lino operators	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
7	Pressmen	10 0 0	12 8 0	13 8 0	13 8 0	16 8 3	15 0 0	15 0 0	24 0 0	22 8 0	40 0 0	39 11 3	39 11 3	50 15 0	50 15 0	50 15 0
8	Distributors	12 0 0	20 3 0	10 0 0	10 0 0	10 8 0	.. 0 0	.. 0 0	24 0 0	.. 0 0	.. 0 0	17 10 0	17 10 0	35 6 0	35 6 0	35 6 0
9	Inkers	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	18 0 0	18 0 0	25 0 0	.. 0 0	.. 0 0	25 0 0	25 0 0	37 8 0	37 8 0	37 8 0
10	Papermen or Feeders	14 0 0	23 12 6	.. 0 0	.. 0 0	.. 0 0	16 0 0	16 0 0	19 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
11	Mono operators	16 0 0	25 12 9	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
12	Impositors	15 0 0	26 2 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	22 8 0	36 7 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
13	Formen	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
14	Coolies	8 0 0	14 0 0	8 0 0	8 0 0	10 0 0	10 0 0	10 0 0	25 2 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
15	Folders and envelope makers, etc.	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
16	Treadmen	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
17	Mono operators	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	21 0 0	21 0 0	28 0 0	16 0 0	16 0 0	45 0 0	45 0 0	64 7 0	64 7 0	64 7 0
18	Forme carriers	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
19	Caster attendants	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
20	Packers	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
21	Galley proofmen	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0
22	Wheelers	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	13 0 0	13 0 0	20 0 0	.. 0 0	.. 0 0	12 0 0	12 0 0	.. 0 0	.. 0 0	.. 0 0
23	Rulers	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	14 10 0	14 10 0	.. 0 0	.. 0 0	.. 0 0
24	Stereo casters	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	15 0 0	15 0 0	.. 0 0	.. 0 0	.. 0 0
25	Type casters	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	20 0 0	20 0 0	.. 0 0	.. 0 0	.. 0 0
26	Rollers	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	.. 0 0	10 0 0	24 1 9	24 1 9

Bewilderingly large oscillations from place to place, press to press, occupation to occupation and even individual to individual are noticeable. On the whole, the more skilled occupations like those of readers, operators, casters and compositors, are comparatively more highly paid. Ballers, folders, inkers, distributors and coolies, on the other hand, are the lowest paid among all.

In most of the occupations, like those of compositors, readers and pressmen, the range of variations is alarmingly great. For instance, the maximum and minimum of compositors' wages and earnings are Rs. 166|6|- and Rs. 9-4-9, and Rs. 193-13-0 and Rs. 12-1-9 respectively. Likewise, the reader at the lowest rudder of earnings draws about 1|13th of that at the top. These marked variations can be easily explained. It does not call for much imagination to understand that all the workers are not uniformly placed on respect of age, grades and scales and their frequent revisions, loyalty to and size or type of organisation, standing, length of service, experience, efficiency, manual or mental fitness, and a host of other socio-economic considerations, such as welfare activities, medical, housing and educational facilities, privileges of leave, benefits of provident fund, pensions or gratuities, chances of promotion and security, etc. Addition to and deductions from wages, such as allowances and fines, also go to swell the difference to no small extent. Amount of overtime and the remuneration at $1\frac{1}{2}$ and $1\frac{1}{2}$ times the normal rate further accentuate them. Another factor responsible for these variations is the distinction in the basis of payment between piece and time. The piece-rate workers generally work more intensively and therefore get higher wages.

So far as wages in different centres are concerned, an important cause of difference is the cost of living. Wages at Simla are thus higher than at Aligarh. Another reason for higher wages at Simla is that the vast majority of workers are employed in the Government presses and are entitled to special allowances, (e.g., winter allowance). As explained earlier, the wages in Madras are low because of the great supply of skilled labour.

Sunday is the weekly closed day in regulated presses and also in those unregulated presses which come under the Trade Employees' or Shops and Commercial Establishments Act. In addition, some festival holidays are given. Excepting government and semi-government presses, leave privileges in others are well-nigh non-existent. Piece-rate and casual labour are not paid for closed days.

Wage period is generally the calendar month. Only casual or contract labour is paid daily. The waiting period extends from 7 to 10 days but cases are not wanting, where wages are held back for several days. Long wage periods necessitate the receipt of advances against earned wages.

Working Conditions.

Single shift is the common practice. Some of the presses work two or three shifts, the last being confined almost entirely to newspresses. Sometime, multiple shifts overlap. Normal spreadover is nine hours with an interval of half an hour to one hour. Some night shifts have no recess at all.

Presses are generally housed in old and unsuitable buildings or even residential quarters which are not properly whitewashed and, in some cases, are even covered with soot, smoke, dirt and dust. Flooring is more often than not broken, uneven or *katcha*: ceiling in some cases is low and roofing is of galvanised iron sheets. Protection against heat or cold is either non-existent or defective. Fans are not installed except in big units. Drinking

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water is ordinarily available though cold water is rarely supplied in summer. Bathing and washing facilities are sadly poor. The use of nail brushes is almost unknown. Except in some concerns, sanitary arrangements, ventilation, drainage and lighting are far from satisfactory. Congestion in several units is simply awful and even some of the government presses are no exception to it. What is more regrettable is that there are no efficient contrivances for the escape of lead fumes.

Grain shops, rest rooms and provision for education facilities are highly limited. There are practically no canteens run by the managements, though, in some of the big units, there are refreshment rooms managed by private caterers supplying soft drinks and light refreshments. In a few cases, tea and biscuits are available at reduced rates.

Some indoor and outdoor entertainment and welfare activities for all the industrial workers, inclusive of the press workers, are provided by the government in Bombay, Aligarh and Allahabad. Medical facilities are lamentably meagre. Even where some facilities exist, those are generally limited to part-time doctors and ill-equipped dispensaries. First-aid chests are kept in regulated units but trained men to render first-aid are few and far between. Arrangements for periodical medical examination are equally lacking and, therefore, it is not possible to detect precisely the diseases which may be called occupational in character. The more common troubles are reported to be malaria, diarrhoea, dysentery, cough, cold, etc. The occupational diseases discovered are lead poisoning and gradual deterioration of eyesight. Only a few cases of this kind have been brought to my notice, not because the incidence of these ailments is limited but because the employers as well as the employees are blissfully ignorant of its symptoms. A large majority of cases remain undetected and undiagnosed. Generous provision for medical facilities, sanitary and hygienic arrangements are bound to react favourably on the health of workers.

The trade unions are disorganized and weak, because the average unit is not of any considerable size. There have been some strikes which were confined to the individual presses, mostly for an increase in wages. These were not always successful. Lockouts are not known to the industry.

The regulated presses are governed by the Factories, Electricity, Workmen's Compensation and Payment of Wages Acts, whose abstracts were very often displayed but were never meant to be read, understood or explained. The irony of the situation is that the government machinery for enforcing these Acts is neither adequate nor satisfactory. Visits by inspectors are few and cursory. Although their remarks disclosed serious irregularities in respect of weekly close days, overtime, fire extinguishers, first-aid requirements, employment of children, payment of wages, etc., yet no rigorous measures seemed to have been taken to mend this state of affairs. In some of the centres, the unregulated presses come under the Trade Employees' and Shops and Commercial Establishment Acts, but these are, to all intents and purposes, exempt from all restrictions which are imposed on the regulated units.

Since the machinery used in printing is not very complicated or elaborate, chances of the occurrence of accidents are not very great. However, some accidents, fatal, serious or minor, have occurred and compensation claimed and paid in some cases. Ordinarily, several of the accidents, especially in smaller units, go uncompensated.

Long-term benefits such as provident funds, gratuities, pensions, etc., are extended by some of the more enlightened employers.

Civil Condition

For ascertaining civil condition of workers, 2,964 persons, as detailed below, were sampled from different centres :—

TABLE CCII.

Centre.	Lahore.	Simla.	Delhi.	Ali-garh.	Allahabad.	Patna.	Calcutta.	Madras.	Bombay.	Total.
Number of workers sampled.	537	100	425	140	242	158	602	176	584	2,9164
Percentage to the total number in sampled units.	22.82	22.52	25.38	22.95	17.31	21.88	19.26	9.53	15.30	18.12

The following table brings out some of the more important salient features and conclusions :—

TABLE CCIII.

Showing religions in percentages.

Religious Communities.	Lahore.	Simla.	Delhi.	Ali-garh.	Allahabad.	Patna.	Calcutta.	Madras.	Bombay.
Hindus	32.2	57.0	46.1	57.1	47.9	74.0	68.0	92.0	78.1
Muslims	64.4	37.0	51.1	40.0	50.4	22.8	30.3	0.6	9.6
Others	3.4	6.0	2.8	2.9	1.7	3.2	1.7	7.4	12.3
Total ..	100	100	100	100	100	100	100	100	100

TABLE CCIV.

Showing marital life in percentages.

Matrimony.	Lahore.	Simla.	Delhi.	Ali-garh.	Allahabad.	Patna.	Calcutta.	Madras.	Bombay.
Married	75.6	86.0	73.6	94.3	90.1	90.5	82.0	70.5	74.0
Unmarried and widowers ..	24.4	14.0	26.4	5.7	9.9	9.5	18.0	29.5	26.0
Total ..	100	100	100	100	100	100	100	100	100

TABLE CCV.

Showing literacy in percentages.

Literacy.	Lahore.	Simla.	Delhi.	Ali-garh.	Allahabad.	Patna.	Calcutta.	Madras.	Bombay.
Literate	63.8	81.0	73.2	72.9	83.1	94.3	89.6	99.4	83.7
Illiterate	36.2	19.0	26.8	27.1	16.9	5.7	10.4	0.6	16.3
Total ..	100.0	100	100	100	100	100	100	100	100

The modal worker has 3 to 5 dependants to support.

The following table exhibits the percentage of workers indebted and debt per indebted worker :—

TABLE CCVI.

Centre.	Lahore.	Simla.	Delhi.	Ali- garh.	Allah- abad.	Patna.	Cal- cutta.	Mad- ras.	Bom- bay.
Percentage in debt. ..	49.7	84	51.3	87.2	80.7	Not avail- able.	70.1	71.0	68.8
Debt per indebted worker (Rs.)	476	434	330	161	171	Do.	247	194	335

With the growth of family in terms of dependants, the percentage of families in debt as well as the average amount of debt per family increase.

TABLE CCVII.

Showing percentage of debt under different causes.

Centres	Marria- age.	Sickness	Pur- chase of house, land or build- ing.	Domes- tic. needs.	Litiga- tion	Death	Ances- tral	Miscel- laneous	Total
Lahore ..	32.6	13.9	9.7	28.1	3.5	2.8	8.1	1.4	100.0
Simla ..	32.2	25.9	8.3	27.9	1.7	3.5	0.5	0.0	100.0
Delhi ..	27.3	26.7	2.9	25.8	3.6	4.8	2.6	6.3	100.0
Aligarh ..	39.2	22.3	6.3	20.4	1.1	1.7	3.3	3.4	100.0
Allahabad ..	35.3	19.1	2.9	22.9	4.3	2.7	9.9	1.3	100.0
Patna ..	36.1	3.0	1.4	43.6	1.2	5.6	2.2	6.9	100.0
Calcutta ..	15.3	13.0	0	61.5	0	2.6	0	7.6	100.0
Madras ..	21.1	2.5	22.2	44.0	0.7	5.1	1.7	2.7	100.0
Bombay ..	26.4	33.5	3.9	30.5	2.5	3.0	5.0	5.2	100.0

The large majority of loans are on rates of interest varying between $12\frac{1}{2}$ per cent. and $37\frac{1}{2}$ per cent. Quite a portion of the debt is interest free and borrowed from friends, relatives and employers. The debt, on which interest over $37\frac{1}{2}$ per cent. is paid, is not negligible either. For example, at Simla, such debt is 10.2 per cent. of the total. Such loans are usually borrowed from Sikh and Pathan moneylenders. The only things that can save the workers from these usurious rates of interest are co-operative credit and thrift societies which have not made any headway.

Housing.

With a view to getting an idea of the housing condition of press workers, 830 houses in different centres were visited by my investigating staff. The number of the houses visited in different centres is given below :—

TABLE CCVIII.

Centre	Lahore	Simla	Delhi	Allaha- bad	Aligarh	Patna	Cal- cutta	Madras	Bombay
Houses ..	159	70	206	104	63	60	..	24	134

The density of occupancy in sampled houses is reproduced in the table below. It has been reduced to per 100 sq. ft. to get a comparable idea :—

TABLE CCIX.

Centre	Lahore	Simla	Delhi	Aligarh	Allaha- bad	Patna	Cal- cutta	Madras	Bombay
Density of occupan- cy per 100 sq. ft.	2.7	3.6	3.0	4.3	3.5	3.8	..	..	4.3

The density of occupancy is the greatest at Aligarh and Bombay, viz., 4.3 persons per 100 sq. ft. What is worse is that most of the dwellings are situated in the slum areas and are without any subsidiary rooms and amenities such as stores, verandahs, courtyards, kitchens, baths, latrines, electricity or water supply. The general state of affairs is hopeless. The dwellings present a dismal picture of squalor and insanitation.

The war has affected the printing industry in multifarious ways. Employment and mobility of labour have registered a marked increase. Earnings have increased, though not in strict conformity with the rise in the cost of living. Working and welfare conditions have positively deteriorated. Housing and civil conditions present a hopeless spectacle. Trade unions are weak and have not done much for their workers. Privileges and benefits are limited. On the whole, the state of affairs is unsatisfactory and calls for drastic improvement.

Gorton Castle, Simla :
The 30th July 1945.

A. MUKHTAR,
Member, Labour Investigation Committee.

APPENDIX I.

Table showing Monthly Wages and Earnings in Selected Occupations.

CENTRE—LAHORE

Code No. of Press (1)	P or T (Piece or Time) (2)	Basic Wages.									Net earnings (including allowances)											
		Average			Maximum			Minimum			Average			Maximum			Minimum					
		(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)					
Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps.																						
NAME OF OCCUPATION—COMPOSITORS.																						
1	{ P	45	9	7	74	10	0	26	10	8	45	9	7	74	10	0	26	10	8			
	{ T	46	10	8	65	0	0	27	0	0	85	6	9	103	7	0	67	7	0			
2	T	66	14	9	114	9	0	21	7	0	80	9	8	128	9	0	27	11	6			
4	T	30	6	4	42	0	0	20	0	0	47	10	8	63	11	0	27	12	0			
5	T	46	0	0	65	0	0	40	0	0	61	4	0	85	0	0	52	11	0			
6	T	40	10	8	48	0	0	34	0	0	59	7	6	72	6	0	49	6	0			
7	{ P	48	13	9	53	8	10	36	11	9	62	2	4	72	11	9	48	15	9			
	{ T	39	3	2	54	0	0	32	0	0	56	11	5	71	7	3	49	3	0			
8	T	42	12	0	70	0	0	18	0	0	64	13	3	101	8	0	28	12	0			
9	T	39	12	9	52	0	0	32	0	0	65	0	7	85	12	0	51	0	0			
10	T	33	10	0	39	0	0	30	0	0	47	8	6	74	13	0	40	11	0			
11	{ P	54	3	0	87	14	0	13	9	3	54	3	0	87	14	0	13	9	3			
	{ T	48	0	0	48	0	0	48	0	0	61	13	0	61	13	0	61	13	0			
12	{ P	64	7	9	81	7	3	55	13	0	85	7	0	103	6	0	67	2	6			
	{ T	50	0	0	50	0	0	50	0	0	71	7	4	72	2	9	70	12	0			
13	T	37	8	0	45	0	0	30	0	0	42	8	0	50	0	0	35	0	0			
15	T	50	0	0	50	0	0	50	0	0	54	11	6	54	11	6	54	11	6			
16	T	43	12	0	45	0	0	40	0	0	51	15	0	53	7	0	47	8	0			
17	T	32	0	0	40	0	0	25	0	0	37	7	2	48	0	0	30	0	0			
18	T	42	6	5	45	0	0	36	0	0	51	15	6	55	11	3	44	11	3			
19	{ P	25	12	11	80	3	6	9	4	9	35	1	1	105	3	6	12	1	9			
	{ T	45	0	0	45	0	0	45	0	0	68	10	6	68	10	6	68	10	6			
20	T	50	0	0	50	0	0	50	0	0	50	0	0	50	0	0	50	0	0			
21	T	33	8	0	34	0	0	33	0	0	40	15	0	41	14	3	40	1	0			
23	T	36	4	0	46	0	0	32	0	0	63	0	6	74	14	6	50	12	6			
24	P	77	8	0	78	0	0	77	0	0	77	8	0	78	0	0	77	0	0			
25	T	41	10	8	42	0	0	41	0	0	53	8	0	61	0	0	50	8	0			
27	T	35	0	0	35	0	0	35	0	0	35	0	0	35	0	0	35	0	0			
28	T	35	8	0	45	0	0	28	0	0	40	1	0	54	0	0	28	14	0			
29	T	50	0	0	50	0	0	50	0	0	66	4	0	66	4	0	66	4	0			
30	T	37	8	0	40	0	0	35	0	0	38	11	0	46	0	0	30	12	0			
31	T	64	7	6	90	10	0	38	0	0	64	7	6	90	10	0	38	5	0			
BINDERS.																						
1	T	20	3	2	40	0	0	10	0	0	39	5	2	72	1	0	24	0	0			
2	T	28	8	4	80	0	0	8	0	0	48	14	8	119	13	0	16	8	0			
4	T	22	13	4	32	8	0	16	0	0	36	5	1	55	14	0	28	2	0			
8	T	15	8	11	20	0	0	13	0	0	26	1	10	32	13	6	22	0	0			
9	T	28	0	0	28	0	0	28	0	0	43	0	0	43	0	0	43	0	0			
19	T	30	0	0	30	0	0	30	0	0	34	4	6	34	4	6	34	4	6			

Code No. of Press	P or T (Piece or Time)	Basic Wages.			Net earnings (including allowances)		
		Average	Maximum	Minimum	Average	Maximum	Minimum
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.

MACHINEMEN.

1	T	37 4 7	42 0 0	32 0 0	67 4 0	79 11 0	46 0 0
2	T	45 10 9	56 7 0	35 0 0	57 4 7	67 5 0	46 0 0
4	P	45 7 0	85 9 0	20 5 0	54 3 0	95 9 0	27 13 0
	T	42 8 0	47 0 0	20 0 0	54 5 4	77 11 0	28 0 0
5	T	53 5 0	65 8 0	37 7 0	62 0 9	79 13 0	45 8 0
6	T	60 1 7	91 0 0	34 0 0	81 7 6	116 3 6	43 4 3
7	T	44 2 0	70 0 0	31 0 0	73 1 5	110 0 0	53 0 0
8	T	38 9 7	49 0 0	30 0 0	72 0 8	102 9 9	57 12 9
9	T	54 14 6	55 13 0	54 0 0	86 2 6	86 12 0	85 9 0
10	T	36 10 8	52 0 0	27 8 0	44 10 8	75 5 0	36 8 0
11	T	47 3 6	49 13 0	44 10 0	56 11 0	59 13 0	53 9 0
12	T	35 13 0	36 12 0	34 14 0	48 13 0	49 10 3	47 6 3
13	T	41 8 0	45 0 0	18 0 0	46 0 0	50 0 0	22 0 0
14	T	53 8 0	65 0 0	42 0 0	58 0 0	70 0 0	47 4 0
16	T	43 9 0	43 9 0	43 9 0	51 11 0	51 11 0	51 11 0
17	T	36 0 0	36 0 0	36 0 0	43 3 3	43 3 3	43 3 3
18	T	36 0 0	36 0 0	36 0 0	37 7 3	37 7 3	36 7 3
19	T	41 0 0	43 15 0	38 0 6	51 2 0	53 14 0	48 6 0
20	T	48 0 0	48 0 0	48 0 0	48 0 0	48 0 0	48 0 0
21	T	40 0 0	40 0 0	40 0 0	42 0 0	42 0 0	42 0 0
23	T	47 0 0	47 0 0	47 0 0	50 14 0	50 14 0	50 14 0
24	P	47 6 8	71 0 0	24 2 0	47 6 8	71 0 0	24 2 0
25	T	31 0 0	42 0 0	20 0 0	40 15 0	55 8 0	26 6 0
26	T	37 8 0	45 0 0	35 0 0	41 3 7	45 14 6	36 8 9
27	T	32 0 0	32 0 0	32 0 0	32 0 0	32 0 0	32 0 0
28	T	37 0 0	37 0 0	37 0 0	37 4 9	37 4 9	37 4 9
29	T	40 0 0	40 0 0	40 0 0	54 0 0	54 0 0	54 0 0
30	T	32 8 0	40 0 0	25 0 0	38 11 0	46 10 0	30 12 0
31	T	80 0 0	80 0 0	80 0 0	80 0 0	80 0 0	80 0 0

INKERS.

2	P	32 5 0	40 10 0	26 14 0	42 13 0	52 10 0	36 6 0
	T	15 1 7	16 0 0	15 0 0	27 11 11	30 11 0	23 8 0
4	T	18 5 4	25 0 0	15 0 0	32 2 4	43 3 0	27 9 0
5	T	13 0 0	13 0 0	13 0 0	17 10 0	17 10 0	17 10 0
6	T	17 0 0	17 0 0	17 0 0	23 0 0	23 0 0	23 0 0
7	T	13 5 5	14 15 6	22 14 3	28 0 7	28 5 0	27 13 0
8	T	24 4 0	30 0 0	22 0 0	45 12 6	48 13 6	43 13 3
9	T	26 0 0	28 0 0	24 0 0	32 2 6	34 12 0	28 15 0
10	T	17 8 0	17 8 0	17 8 0	26 2 1	26 7 3	20 13 0
16	T	9 12 0	9 12 0	9 12 0	11 8 0	11 8 0	11 8 0
17	T	14 8 0	15 0 0	14 0 0	17 6 6	18 0 0	16 13 0
18	T	24 0 0	28 0 0	20 0 0	26 3 7	32 7 3	20 0 0
19	T	28 1 0	28 1 0	28 1 0	33 15 0	33 15 0	33 15 0
20	T	16 0 0	16 0 0	16 0 0	16 0 0	16 0 0	16 0 0
23	T	20 0 0	20 0 0	20 0 0	21 15 0	21 15 0	21 15 0
24	P	16 14 6	20 5 0	13 8 0	16 14 6	20 5 0	13 8 0

Code No. of Press (1)	P or T (Piece or Time) (2)	Basic Wages.									Net earnings (including allowances)									
		Average (3)			Maximum (4)			Minimum (5)			Average (6)			Maximum (7)			Minimum (8)			
		Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	
INKERS																				
25	T	8	0	0	8	0	0	8	0	0	10	14	0	10	14	0	10	14	0	
26	T	15	0	0	15	0	0	15	0	0	15	5	6	15	5	6	15	5	6	
28	T	18	0	0	18	0	0	18	0	0	18	2	3	18	2	3	18	2	3	
29	T	18	0	0	18	0	0	18	0	0	25	2	0	25	2	0	25	2	0	
FEEDERS																				
5	T	24	4	0	36	2	0	14	11	0	29	10	11	43	11	0	21	2	0	
6	T	25	4	0	45	0	0	22	0	0	35	0	2	39	2	0	30	14	0	
7	T	30	0	0	30	0	0	30	0	0	52	6	5	54	7	0	49	9	0	
11	T	25	5	4	32	0	0	14	0	0	30	8	4	38	9	0	16	14	0	
12	T	19	0	8	23	3	6	14	8	6	26	1	2	31	0	6	20	5	2	
19	T	28	0	0	28	0	0	28	0	0	33	1	0	33	1	0	33	1	0	
DISTRIBUTORS.																				
2	P	38	9	6	56	5	0	27	12	0	57	4	5	68	5	0	46	0	0	
4	T	27	8	0	30	0	0	25	0	0	36	6	0	38	13	0	32	12	0	
6	T	26	8	0	31	0	0	22	0	0	38	4	2	47	0	6	29	8	0	
7	T	21	10	8	30	0	0	14	0	0	32	11	1	45	2	9	22	0	0	
9	T	30	0	0	30	0	0	30	0	0	46	9	0	46	9	0	46	9	0	
10	T	20	14	0	25	0	0	18	0	0	38	13	7	44	9	6	31	0	3	
11	T	32	8	0	35	0	0	30	0	0	41	13	0	46	5	0	37	5	0	
12	T	32	0	0	32	0	0	32	0	0	44	5	9	44	5	9	44	5	9	
13	T	18	0	0	18	0	0	18	0	0	22	0	0	22	0	0	22	0	0	
16	T	31	8	0	35	0	0	28	0	0	37	6	6	41	9	0	33	4	0	
17	T	27	0	0	27	0	0	27	0	0	31	3	9	31	3	9	31	3	9	
18	T	24	0	0	24	0	0	24	0	0	31	1	6	31	1	6	31	1	6	
19	T	27	1	6	27	1	6	27	1	6	38	12	0	38	12	0	38	12	0	
21	T	30	0	0	30	0	0	30	0	0	36	3	9	36	3	9	36	3	9	
23	P	16	5	4	30	0	0	5	0	0	23	3	6	44	12	0	5	13	0	
29	T	22	0	0	22	0	0	22	0	0	30	1	0	30	1	0	30	1	0	
30	T	30	0	0	30	0	0	30	0	0	34	12	0	34	12	0	34	12	0	
31	T	50	0	0	50	0	0	50	0	0	50	0	0	50	0	0	50	0	0	
READERS.																				
2	T	88	8	0	173	0	0	57	0	0	114	2	0	202	3	0	74	11	0	
4	T	69	2	0	87	8	0	40	0	0	82	14	0	110	2	0	51	5	0	
5	T	44	0	0	44	0	0	44	0	0	58	0	0	58	0	0	58	0	0	
6	T	63	5	4	80	13	0	60	0	0	70	4	4	80	13	0	60	0	0	
COPYCLERS.																				
2	T	29	3	0	35	0	0	20	8	0	43	5	0	86	11	0	36	0	0	
4	T	25	15	0	30	0	0	25	0	0	37	0	0	42	10	0	33	5	0	
5	T	28	1	0	28	1	0	28	1	0	37	8	0	37	8	0	37	8	0	
7	T	21	6	9	21	6	9	21	6	9	29	2	0	29	2	0	29	2	0	
8	T	44	9	1	70	0	0	35	0	0	65	10	0	101	8	0	51	12	0	
LINO OPERATORS																				
2	T	75	1	4	85	0	0	60	0	0	86	14	0	99	0	0	72	0	0	
4	{	P	141	5	5	194	0	0	112	0	0	151	5	5	204	4	0	122	0	0
T		65	3	5	96	8	0	30	0	0	88	3	9	138	7	0	37	8	0	
5	T	69	14	0	69	14	0	69	14	0	87	6	0	87	6	0	87	6	0	
7	T	34	0	0	34	0	0	34	0	0	47	5	0	47	5	0	47	5	0	

Code No. of Press	P or T (Piece or Time)	Basic Wages.						Net earnings (including allowances)											
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(3)			(4)			(5)			(6)			(7)			(8)		
(1)	(2)	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
PRESSMEN																			
2	P	32	6	6	34	15	0	30	4	0	43	6	6	45	15	0	41	4	0
	T	26	0	0	26	0	0	26	0	0	45	6	0	45	6	0	45	6	0
4	T	20	12	0	25	0	0	17	8	0	31	11	0	37	4	0	26	2	0
5	T	44	0	0	65	0	0	23	0	0	51	10	5	71	7	0	31	14	0
7	T	28	0	0	28	0	0	28	0	0	52	8	9	52	8	9	52	8	9
11	T	48	0	0	48	0	0	48	0	0	58	1	0	58	1	0	58	1	0
14	T	46	8	0	65	0	0	28	0	0	48	3	3	65	0	0	31	6	6
20	T	40	0	0	40	0	0	40	0	0	40	0	0	40	0	0	40	0	0
FOREMEN																			
2	T	91	13	0	170	0	0	65	0	0	106	6	3	187	0	0	79	0	0
5	T	55	0	0	70	0	0	40	0	0	60	2	0	75	4	0	45	0	0
6	T	55	0	0	55	0	0	55	0	0	55	0	0	55	0	0	55	0	0
7	T	52	8	0	75	0	0	31	0	0	73	1	5	110	0	0	53	0	0
9	T	64	7	0	64	7	0	64	7	0	108	15	0	108	15	0	108	15	0
10	T	50	12	0	52	8	0	49	0	0	84	11	6	89	13	0	79	10	0
16	T	58	3	6	58	1	0	48	6	0	63	3	0	69	0	0	57	7	0
18	T	50	0	0	50	0	0	50	0	0	61	11	0	61	11	0	61	11	0
19	T	50	0	0	50	0	0	50	0	0	75	5	0	75	5	0	75	5	0

APPENDIX II

Table showing Monthly Wages and Earnings in Selected Occupations.

Centre—Simla.

Code No. of Press (1)	P or T (Piece or Time) (2)	Basic Wages.						Net earnings (including allowances)											
		Average (3)			Maximum (4)			Minimum (5)			Average (6)			Maximum (7)			Minimum (8)		
		Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
OCCUPATION—COMPOSITORS																			
1	T	51	7	0	90	0	0	50	0	0	123	9	0	145	5	0	82	2	0
2	T	46	8	0	75	0	0	30	0	0	73	8	10	110	0	0	61	0	0
3	T	56	4	0	60	0	0	50	0	0	75	4	0	83	0	0	64	9	0
4	T	40	0	0	40	0	0	40	0	0	46	14	9	46	14	9	46	14	9
MACHINEMEN																			
1	T	35	11	0	45	0	0	30	0	0	69	6	0	79	0	0	62	14	0
2	T	27	5	4	32	8	0	21	8	0	58	5	4	63	8	0	52	8	0
4	T	57	8	0	70	0	0	45	0	0	65	7	11	81	6	0	49	9	9
INKERS																			
1	T	18	0	0	18	0	0	18	0	0	35	4	0	38	3	0	33	9	0
2	T	15	0	0	15	0	0	15	0	0	30	0	0	30	0	0	30	0	0
3	T	27	8	0	30	0	0	25	0	0	45	6	6	49	8	0	41	5	0
4	T	22	8	0	25	0	0	20	0	0	25	8	3	28	10	0	22	6	6
FORME CARRIERS.																			
1	T	16	8	0	18	0	0	16	0	0	36	9	0	41	7	0	33	0	0
2	T	25	0	0	30	0	0	20	0	0	48	15	6	52	8	0	45	7	0
COPYHOLDERS.																			
1	T	36	5	0	39	0	0	34	14	0	76	3	0	80	10	0	70	7	0
3	T	48	0	0	48	0	0	48	0	0	70	12	0	70	12	0	70	12	0
BINDERS																			
1	T	32	11	0	40	0	0	30	0	0	63	1	0	69	15	0	51	0	0
2	T	50	0	0	50	0	0	50	0	0	92	9	0	92	9	0	92	9	0
MONO OPERATORS.																			
1	T	106	6	0	121	3	0	78	9	0	157	0	0	183	9	0	120	4	0
2	T	70	0	0	70	0	0	70	0	0	107	14	0	107	14	0	107	14	0
CASTER ATTENDANTS																			
1	T	39	6	0	50	0	0	30	0	0	81	6	0	96	0	0	59	0	0
2	T	57	8	0	57	8	0	57	8	0	92	15	0	92	15	0	92	15	0
LINO OPERATORS																			
1	T	96	6	0	120	2	0	73	0	0	155	3	0	188	5	0	122	1	0
READERS																			
1	T	131	7	0	190	0	0	68	0	0	194	13	0	267	6	0	113	12	0

APPENDIX III.

Table Showing Monthly Wages and Earnings in Selected Occupations.
Centre—Delhi.

Code No. of Press	P or T (Piece or Time)	Basic Wages.						Net earnings (including allowances)											
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)			
Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps.																			
OCCUPATION—COMPOSITORS.																			
1	T	52	4	0	70	0	0	32	0	0	69	6	9	90	13	0	47	0	0
2	T	28	9	7	41	0	0	23	0	0	51	5	0	67	13	6	39	11	0
4	P	90	6	0	166	6	0	42	12	0	114	3	8	193	13	0	53	12	0
	T	32	8	3	36	0	0	25	3	0	56	1	2	68	15	0	32	5	0
5	T	69	8	0	100	0	0	50	0	0	80	8	0	111	0	0	61	0	0
6	T	30	0	6	52	0	0	20	0	0	53	9	0	109	8	6	37	8	0
7	T	26	1	9	26	1	9	26	1	9	30	15	6	30	15	6	30	15	6
8	T	25	0	0	30	0	0	20	0	0	44	13	8	70	4	6	27	7	0
9	T	47	0	0	55	0	0	39	0	0	54	8	0	65	0	0	44	0	0
10	T	30	0	0	38	0	0	25	0	0	34	14	2	44	14	9	28	14	6
11	T	29	10	8	45	0	0	25	0	0	44	10	8	60	0	0	35	0	0
13	T	42	11	5	50	0	0	33	0	0	52	12	6	61	8	3	41	8	0
14	T	40	0	0	40	0	0	40	0	0	44	0	0	44	0	0	44	0	0
16	T	28	2	8	48	0	0	21	0	0	36	12	4	57	9	6	30	0	0
17	T	40	0	0	40	0	0	40	0	0	54	3	0	59	3	0	49	3	0
18	T	15	0	0	15	0	0	15	0	0	23	15	6	23	15	6	23	15	6
19	T	30	8	0	33	0	0	28	0	0	47	10	4	54	12	6	40	8	3
23	T	30	0	0	30	0	0	30	0	0	37	8	0	37	8	0	37	8	0
24	T	40	0	0	40	0	0	40	0	0	50	0	0	50	0	0	50	0	0
25	T	32	10	8	38	0	0	29	0	0	53	1	7	58	8	6	50	0	3
MACHINEMEN																			
1	T	61	4	0	72	0	0	50	0	0	89	14	0	101	15	9	72	6	3
2	T	24	11	0	36	0	0	15	14	0	47	10	4	73	1	3	31	0	6
	T	44	6	0	45	0	0	40	0	0	68	4	2	75	0	6	52	0	0
4	P	87	6	7	101	11	0	74	15	0	108	0	2	120	1	0	90	7	0
5	T	37	0	0	40	0	0	34	0	0	46	12	0	51	0	0	42	8	0
6	T	36	13	0	55	0	0	22	0	0	58	0	2	78	8	0	40	8	0
7	T	29	7	9	35	11	0	22	0	0	38	3	0	47	6	0	25	2	0
8	T	17	12	2	18	11	2	16	13	2	28	4	0	30	11	3	25	12	9
9	T	45	0	0	45	0	0	45	0	0	47	8	0	50	0	0	45	0	0
10	T	37	8	0	53	0	0	15	0	0	46	9	10	72	11	9	23	11	0
11	T	39	8	0	50	0	0	25	0	0	52	0	0	65	0	0	40	0	0
12	T	47	5	4	70	0	0	22	0	0	58	0	10	85	12	0	27	1	6
13	T	41	2	6	49	10	0	25	0	0	51	11	4	60	10	0	33	12	0
14	T	24	0	0	24	0	0	24	0	0	28	0	0	28	0	0	28	0	0
15	T	34	0	0	50	0	0	18	0	0	48	5	6	60	6	6	32	4	6
16	T	69	0	0	69	0	0	69	0	0	81	1	3	81	1	3	81	1	3
17	T	40	0	0	40	0	0	40	0	0	60	13	0	60	13	0	60	13	0
18	T	15	0	0	15	0	0	15	0	0	18	0	0	18	0	0	18	0	0
19	T	38	0	0	46	0	0	30	0	0	47	8	4	63	9	9	31	7	0

Code No. of Press (1)	P or T (Piece or Time) (2)	Basic Wages.									Net earnings (including allowances)								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
		Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
20	T	37 8 0	40 0 0	35 0 0	37 8 0	40 0 0	35 0 0	37 8 0	40 0 0	35 0 0	37 8 0	40 0 0	35 0 0	37 8 0	40 0 0	35 0 0	37 8 0	40 0 0	35 0 0
21	T	61 0 0	82 0 0	40 0 0	66 10 0	85 5 6	47 13 0	61 0 0	82 0 0	40 0 0	66 10 0	85 5 6	47 13 0	61 0 0	82 0 0	40 0 0	66 10 0	85 5 6	47 13 0
22	T	44 10 9	56 0 0	33 5 6	44 10 9	56 0 0	33 5 6	44 10 9	56 0 0	33 5 6	44 10 9	56 0 0	33 5 6	44 10 9	56 0 0	33 5 6	44 10 9	56 0 0	33 5 6
23	T	20 13 4	30 0 0	10 0 0	26 13 4	37 8 0	13 8 0	20 13 4	30 0 0	10 0 0	26 13 4	37 8 0	13 8 0	20 13 4	30 0 0	10 0 0	26 13 4	37 8 0	13 8 0
24	T	32 8 0	40 0 0	25 0 0	40 10 0	50 0 0	31 4 0	32 8 0	40 0 0	25 0 0	40 10 0	50 0 0	31 4 0	32 8 0	40 0 0	25 0 0	40 10 0	50 0 0	31 4 0
25	T	27 0 0	27 0 0	27 0 0	48 5 6	48 5 6	48 5 6	27 0 0	27 0 0	27 0 0	48 5 6	48 5 6	48 5 6	27 0 0	27 0 0	27 0 0	48 5 6	48 5 6	48 5 6
BINDERS.																			
1	T	24 9 2	42 0 0	10 0 0	34 6 8	54 0 0	16 0 0	24 9 2	42 0 0	10 0 0	34 6 8	54 0 0	16 0 0	24 9 2	42 0 0	10 0 0	34 6 8	54 0 0	16 0 0
2	T	18 9 2	24 0 0	15 0 0	29 12 0	53 0 9	29 6 3	18 9 2	24 0 0	15 0 0	29 12 0	53 0 9	29 6 3	18 9 2	24 0 0	15 0 0	29 12 0	53 0 9	29 6 3
4	T	31 6 3	50 0 0	25 0 0	69 2 11	91 14 0	48 5 0	31 6 3	50 0 0	25 0 0	69 2 11	91 14 0	48 5 0	31 6 3	50 0 0	25 0 0	69 2 11	91 14 0	48 5 0
5	T	36 0 0	37 0 0	35 0 0	44 4 0	45 0 0	43 8 0	36 0 0	37 0 0	35 0 0	44 4 0	45 0 0	43 8 0	36 0 0	37 0 0	35 0 0	44 4 0	45 0 0	43 8 0
6	T	20 3 8	32 0 0	11 0 0	27 13 1	54 3 3	28 8 0	20 3 8	32 0 0	11 0 0	27 13 1	54 3 3	28 8 0	20 3 8	32 0 0	11 0 0	27 13 1	54 3 3	28 8 0
8	T	15 7 9	15 7 9	15 7 9	25 8 6	25 8 6	25 8 6	15 7 9	15 7 9	15 7 9	25 8 6	25 8 6	25 8 6	15 7 9	15 7 9	15 7 9	25 8 6	25 8 6	25 8 6
13	T	24 4 0	30 0 0	20 0 0	34 14 6	38 13 0	28 8 0	24 4 0	30 0 0	20 0 0	34 14 6	38 13 0	28 8 0	24 4 0	30 0 0	20 0 0	34 14 6	38 13 0	28 8 0
17	T	38 8 9	38 8 9	38 8 9	51 3 0	51 3 0	51 3 0	38 8 9	38 8 9	38 8 9	51 3 0	51 3 0	51 3 0	38 8 9	38 8 9	38 8 9	51 3 0	51 3 0	51 3 0
18	T	30 0 0	30 0 0	30 0 0	43 1 6	43 1 6	43 1 6	30 0 0	30 0 0	30 0 0	43 1 6	43 1 6	43 1 6	30 0 0	30 0 0	30 0 0	43 1 6	43 1 6	43 1 6
19	T	23 0 0	23 0 0	23 0 0	44 13 0	44 13 0	44 13 0	23 0 0	23 0 0	23 0 0	44 13 0	44 13 0	44 13 0	23 0 0	23 0 0	23 0 0	44 13 0	44 13 0	44 13 0
READERS.																			
1	T	52 9 6	68 13 0	33 6 0	61 6 11	74 11 3	48 2 6	52 9 6	68 13 0	33 6 0	61 6 11	74 11 3	48 2 6	52 9 6	68 13 0	33 6 0	61 6 11	74 11 3	48 2 6
2	T	61 10 8	105 0 0	33 0 0	85 7 6	140 0 0	46 3 0	61 10 8	105 0 0	33 0 0	85 7 6	140 0 0	46 3 0	61 10 8	105 0 0	33 0 0	85 7 6	140 0 0	46 3 0
3	T	81 10 8	90 0 0	80 0 0	104 6 6	117 8 0	97 0 0	81 10 8	90 0 0	80 0 0	104 6 6	117 8 0	97 0 0	81 10 8	90 0 0	80 0 0	104 6 6	117 8 0	97 0 0
4	T	131 15 11	250 0 0	46 2 0	179 10 3	329 3 0	55 6 0	131 15 11	250 0 0	46 2 0	179 10 3	329 3 0	55 6 0	131 15 11	250 0 0	46 2 0	179 10 3	329 3 0	55 6 0
5	T	120 0 0	150 0 0	90 0 0	125 8 0	150 0 0	101 0 0	120 0 0	150 0 0	90 0 0	125 8 0	150 0 0	101 0 0	120 0 0	150 0 0	90 0 0	125 8 0	150 0 0	101 0 0
6	T	55 10 0	90 0 0	40 0 0	83 4 4	113 10 0	70 15 3	55 10 0	90 0 0	40 0 0	83 4 4	113 10 0	70 15 3	55 10 0	90 0 0	40 0 0	83 4 4	113 10 0	70 15 3
10	T	32 0 0	32 0 0	32 0 0	37 0 0	37 0 0	37 0 0	32 0 0	32 0 0	32 0 0	37 0 0	37 0 0	37 0 0	32 0 0	32 0 0	32 0 0	37 0 0	37 0 0	37 0 0
11	T	65 0 0	80 0 0	50 0 0	90 0 0	105 0 0	75 0 0	65 0 0	80 0 0	50 0 0	90 0 0	105 0 0	75 0 0	65 0 0	80 0 0	50 0 0	90 0 0	105 0 0	75 0 0
18	T	45 14 0	45 14 0	45 14 0	56 4 6	56 4 6	56 4 6	45 14 0	45 14 0	45 14 0	56 4 6	56 4 6	56 4 6	45 14 0	45 14 0	45 14 0	56 4 6	56 4 6	56 4 6
INKERS.																			
2	T	18 0 0	18 0 0	18 0 0	37 5 9	37 5 9	37 8 9	18 0 0	18 0 0	18 0 0	37 5 9	37 5 9	37 8 9	18 0 0	18 0 0	18 0 0	37 5 9	37 5 9	37 8 9
4	P	46 9 3	54 9 0	39 14 0	61 13 3	71 8 0	54 15 0	46 9 3	54 9 0	39 14 0	61 13 3	71 8 0	54 15 0	46 9 3	54 9 0	39 14 0	61 13 3	71 8 0	54 15 0
4	T	25 0 0	25 0 0	25 0 0	39 15 0	39 15 0	39 15 0	25 0 0	25 0 0	25 0 0	39 15 0	39 15 0	39 15 0	25 0 0	25 0 0	25 0 0	39 15 0	39 15 0	39 15 0
6	T	12 0 0	18 0 0	5 0 0	25 7 7	30 8 0	18 0 0	12 0 0	18 0 0	5 0 0	25 7 7	30 8 0	18 0 0	12 0 0	18 0 0	5 0 0	25 7 7	30 8 0	18 0 0
7	T	12 3 5	12 5 0	11 2 6	14 14 4	16 11 6	13 11 0	12 3 5	12 5 0	11 2 6	14 14 4	16 11 6	13 11 0	12 3 5	12 5 0	11 2 6	14 14 4	16 11 6	13 11 0
9	T	18 0 0	18 0 0	18 0 0	20 0 0	20 0 0	20 0 0	18 0 0	18 0 0	18 0 0	20 0 0	20 0 0	20 0 0	18 0 0	18 0 0	18 0 0	20 0 0	20 0 0	20 0 0
10	T	12 0 0	15 0 0	9 0 0	18 2 3	21 4 3	15 0 3	12 0 0	15 0 0	9 0 0	18 2 3	21 4 3	15 0 3	12 0 0	15 0 0	9 0 0	18 2 3	21 4 3	15 0 3
11	T	16 9 7	18 0 0	15 0 0	24 9 7	29 0 0	22 0 0	16 9 7	18 0 0	15 0 0	24 9 7	29 0 0	22 0 0	16 9 7	18 0 0	15 0 0	24 9 7	29 0 0	22 0 0
13	T	22 13 4	25 0 0	20 0 0	31 6 5	33 8 0	28 8 0	22 13 4	25 0 0	20 0 0	31 6 5	33 8 0	28 8 0	22 13 4	25 0 0	20 0 0	31 6 5	33 8 0	28 8 0
14	T	27 8 0	31 0 0	24 0 0	31 8 0	35 0 0	28 0 0	27 8 0	31 0 0	24 0 0	31 8 0	35 0 0	28 0 0	27 8 0	31 0 0	24 0 0	31 8 0	35 0 0	28 0 0
16	T	18 0 0	18 0 0	18 0 0	23 0 0	23 0 0	23 0 0	18 0 0	18 0 0	18 0 0	23 0 0	23 0 0	23 0 0	18 0 0	18 0 0	18 0 0	23 0 0	23 0 0	23 0 0
19	T	15 0 0	15 0 0	15 0 0	24 8 0	24 8 0	24 8 0	15 0 0	15 0 0	15 0 0	24 8 0	24 8 0	24 8 0	15 0 0	15 0 0	15 0 0	24 8 0	24 8 0	24 8 0
24	T	15 5 4	20 0 0	12 0 0	19 0 0	25 0 0	15 0 0	15 5 4	20 0 0	12 0 0	19 0 0	25 0 0	15 0 0	15 5 4	20 0 0	12 0 0	19 0 0	25 0 0	15 0 0
25	T	15 0 0	15 0 0	15 0 0	26 13 6	26 13 6	26 13 6	15 0 0	15 0 0	15 0 0	26 13 6	26 13 6	26 13 6	15 0 0	15 0 0	15 0 0	26 13 6	26 13 6	26 13 6
LINO OPERATORS.																			
2	T	91 0 0	140 0 0	50 0 0	126 7 1	201 14 9	81 1 6	91 0 0	140 0 0	50 0 0	126 7 1	201 14 9	81 1 6	91 0 0	140 0 0	50 0 0	126 7 1	201 14 9	81 1 6
3	T	105 0 0	140 0 0	80 0 0	137 10 3	182 0 0	96 2 6	105 0 0	140 0 0	80 0 0	137 10 3	182 0 0	96 2 6	105 0 0	140 0 0	80 0 0	137 10 3	182 0 0	96 2 6
4	T	99 9 10	125 0 0	70 0 0	151 12 0	196 7 0	122 6 0	99 9 10	125 0 0	70 0 0	151 12 0	196 7 0	122 6 0	99 9 10	125 0 0	70 0 0	151 12 0	196 7 0	122 6 0
6	T	71 0 0	100 0 0	45 0 0	110 11 10	152 7 0	81 11 0	71 0 0	100 0 0	45 0 0	110 11 10	152 7 0	81 11 0	71 0 0	100 0 0	45 0 0	110 11 10	152 7 0	81 11 0

Code No. of Press	P or T (Piece or Time)	Basic Wages.						Net earnings (including allowances)					
		Average (3)	Maximum (4)	Minimum (5)	Average (6)	Maximum (7)	Minimum (8)	Average (3)	Maximum (4)	Minimum (5)	Average (6)	Maximum (7)	Minimum (8)
(1)	(2)	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
COPY HOLDERS.													
3	T	36 12 0	38 0 0	36 0 0	49 10 7	51 4 0	48 0 0						
4	T	34 4 2	39 11 0	20 0 0	55 14 3	67 0 0	24 14 0						
5	T	60 0 0	60 0 0	60 0 0	71 0 0	71 0 0	71 0 0						
6	T	28 14 3	30 0 0	25 0 0	46 15 2	49 15 0	42 8 0						
PAPER FEEDERS.													
1	T	33 6 0	48 0 0	22 0 0	57 6 5	73 9 7	37 8 0						
5	T	42 8 0	45 0 0	40 0 0	53 8 0	56 0 0	51 0 0						
7	T	19 5 5	19 8 3	19 2 6	22 1 5	22 1 9	22 1 0						
10	T	16 0 0	17 0 0	15 0 0	19 11 7	20 0 0	19 7 3						
12	T	15 2 8	19 0 0	8 0 0	18 13 0	23 5 3	9 12 6						
15	T	18 0 0	22 0 0	14 0 0	27 1 3	29 2 6	25 0 0						
16	T	22 8 0	30 0 0	19 0 0	28 3 0	37 8 0	24 0 0						
20	T	28 0 0	28 0 0	28 0 0	28 0 0	28 0 0	28 0 0						
21	T	21 8 0	30 0 0	13 0 0	21 8 0	30 0 0	13 0 0						
DISTRIBUTORS.													
2	T	23 0 0	29 0 0	17 0 0	40 5 11	52 2 6	28 9 3						
3	T	30 0 0	30 0 0	30 0 0	45 5 0	45 5 0	45 5 0						
4	P	67 8 0	67 8 0	67 8 0	86 0 0	86 0 0	86 0 0						
	T	24 8 0	29 0 0	23 0 0	41 9 9	56 4 0	35 12 0						
5	T	40 0 0	40 0 0	40 0 0	51 0 0	51 0 0	51 0 0						
6	T	15 5 4	18 0 0	10 0 0	33 7 1	35 8 0	31 2 3						
13	T	27 0 0	29 0 0	25 0 0	35 8 0	37 8 0	33 8 0						
14	T	36 0 0	36 0 0	36 0 0	40 0 0	40 0 0	40 0 0						
25	T	20 0 0	20 0 0	20 0 0	28 4 6	28 4 6	28 4 6						
FOREMEN.													
1	T	50 0 0	60 0 0	40 0 0	59 0 0	66 0 0	52 0 0						
2	T	62 2 3	85 0 0	31 0 0	91 11 1	113 5 0	53 11 0						
10	T	50 0 0	60 0 0	40 0 0	57 13 0	60 6 0	46 4 0						
11	T	50 0 0	60 0 0	45 0 0	65 0 0	75 0 0	60 0 0						
PRESS MEN.													
2	T	16 0 0	16 0 0	16 0 0	29 4 6	29 4 6	29 4 6						
10	T	48 5 3	50 0 0	45 0 0	50 10 10	52 0 6	50 0 0						
12	T	21 2 0	30 3 0	18 0 0	25 10 6	38 8 3	20 3 3						
15	T	35 0 0	35 0 0	35 0 0	42 2 0	43 2 0	43 2 0						
20	T	28 8 0	30 0 0	27 0 0	28 8 0	30 0 0	27 0 0						

APPENDIX IV.

Table Showing Monthly Wages and Earnings in Selected Occupations.
Centre—Allahabad.

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)			
Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps.																			
OCCUPATION—COMPOSITORS.																			
1	P	49	10	0	97	3	0	21	12	0	63	10	0	111	3	0	32	12	0
	T	27	4	7	50	0	0	15	0	0	44	1	5	73	6	0	24	11	0
2	T	19	15	3	23	0	0	15	0	0	33	0	0	38	0	0	27	0	0
3	T	20	0	0	20	0	0	20	0	0	30	0	0	30	0	0	30	0	0
4	T	16	12	1	25	0	0	13	0	0	29	14	8	36	7	9	23	3	3
5	T	26	7	7	42	0	0	20	0	0	28	14	0	42	0	0	21	6	0
6	T	20	0	0	20	0	0	20	0	0	25	0	0	25	0	0	25	0	0
7	T	14	0	0	14	0	0	14	0	0	18	0	0	18	0	0	18	0	0
8	T	18	0	0	18	0	0	18	0	0	23	0	0	23	0	0	23	0	0
9	T	32	8	0	35	0	0	30	0	0	37	8	0	40	0	0	35	0	0
10	T	25	0	0	35	0	0	35	0	0	35	0	0	35	0	0	35	0	0
BINDERS.																			
1	T	14	7	1	29	0	0	12	0	0	26	11	2	46	5	0	22	6	0
2	T	17	0	0	22	0	0	14	0	0	32	0	0	37	0	0	30	0	0
3	T	15	14	5	26	0	0	10	0	0	26	5	5	37	14	3	20	2	9
4	P	34	14	6	84	6	0	6	9	6	34	14	6	84	6	0	6	9	6
	T	30	0	0	30	0	0	30	0	0	46	7	0	46	7	0	46	7	0
5	P	30	1	0	30	1	0	30	1	0	30	1	0	30	1	0	30	1	0
	T	16	0	0	20	0	0	12	0	0	20	5	0	25	5	9	15	4	3
9	T	30	0	0	30	0	0	30	0	0	30	0	0	30	0	0	30	0	0
MACHINEMEN.																			
1	T	33	8	2	55	0	0	20	8	0	48	3	10	82	1	0	31	13	0
2	T	24	8	0	27	0	0	22	0	0	40	8	0	42	0	0	37	0	0
3	T	37	0	0	37	0	0	37	0	0	47	8	3	47	8	3	47	8	3
4	T	32	0	0	32	0	0	32	0	0	47	7	9	47	7	9	47	7	9
5	T	32	0	0	37	0	0	24	0	0	36	12	10	45	15	9	30	4	6
8	T	20	0	0	20	0	0	20	0	0	25	0	0	25	0	0	25	0	0
9	T	30	0	0	30	0	0	30	0	0	35	0	0	35	0	0	35	0	0
10	T	35	0	0	35	0	0	35	0	0	35	0	0	35	0	0	35	0	0
COOLIES.																			
2	T	14	0	0	15	0	0	13	0	0	26	8	0	28	0	0	25	0	0
4	T	9	11	0	11	0	0	8	0	0	20	9	7	23	0	9	18	3	3
5	T	16	0	0	16	0	0	16	0	0	16	8	6	16	11	0	16	6	0
6	T	11	0	0	12	0	0	10	0	0	16	0	0	17	0	0	15	0	0
8	T	10	0	0	10	0	0	10	0	0	14	0	0	14	0	0	14	0	0
DISTRIBUTORS.																			
1	T	12	14	9	16	0	0	12	0	0	24	2	9	27	8	0	22	12	0
2	T	14	10	0	15	0	0	14	4	0	26	10	0	27	0	0	26	4	0
5	T	20	3	0	20	3	0	20	3	0	20	3	0	20	3	0	20	3	0

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average (3)			Maximum (4)			Minimum (5)			Average (6)			Maximum (7)			Minimum (8)		
(1)	(2)	Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.		
COPY HOLDERS.																			
1	T	30	4	6	35	0	0	25	0	0	41	12	3	50	11	0	34	6	0
2	T	24	0	0	28	0	0	20	0	0	37	8	0	43	0	0	32	0	0
READERS.																			
1	T	138	0	3	265	0	0	40	0	0	174	3	9	322	0	0	50	15	0
2	T	50	2	8	70	0	0	30	0	0	70	2	8	95	0	0	45	0	0
PRESS MEN.																			
1	T	16	14	8	21	0	0	12	0	0	33	2	9	58	11	0	24	8	0
2	T	15	0	0	19	0	0	10	0	0	27	0	0	31	8	0	22	0	0
6	T	12	8	0	12	8	0	12	8	0	12	8	0	12	8	0	12	8	0
MONO OPERATORS.																			
1	P	84	0	0	114	5	0	53	11	0	98	0	0	128	5	0	67	11	0
2	T	52	0	0	95	0	0	26	0	0	70	11	8	125	0	0	41	0	0
3	T	30	0	0	30	0	0	30	0	0	40	0	0	40	0	0	40	0	0
4	T	17	10	8	20	0	0	16	0	0	27	12	10	31	10	6	25	12	9
PAPERFEEDERS.																			
1	T	19	12	0	24	0	0	14	8	0	35	12	9	43	8	0	30	15	0
4	T	16	0	0	18	0	0	14	0	0	28	2	3	30	9	0	25	10	9
5	T	22	0	0	22	0	0	22	0	0	23	12	6	23	12	6	23	12	6
IMPOSITORS.																			
1	T	17	9	2	21	0	0	15	0	0	30	11	2	38	0	0	26	2	0
4	T	18	0	0	18	0	0	18	0	0	29	12	3	30	15	9	28	8	9

APPENDIX V.

*Table Showing Monthly Wages and Earnings in Selected Occupations.
Centre—Aligarh.*

Code No. of Press	P or T (Piece or Time)	Basic Wages.						Net earnings (including allowances)					
		Average			Maximum			Average			Maximum		
		(3)	(4)	(5)	(6)	(7)	(8)	(3)	(4)	(5)	(6)	(7)	(8)
(1)	(2)	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
OCCUPATION—COMPOSITORS.													
1	T	31 6 10	55 0 0	25 0 0	43 6 0	67 0 0	34 0 0						
2	{ P T	21 12 0	26 0 0	17 0 0	35 7 1	39 8 6	30 11 3						
		22 8 0	30 0 0	15 0 0	31 7 2	40 15 9	21 14 6						
3	T	23 0 0	26 0 0	17 0 0	27 0 0	30 0 0	21 0 0						
4	T	30 0 0	30 0 0	30 0 0	35 8 0	35 8 0	35 8 0						
5	T	15 0 0	15 0 0	15 0 0	26 3 0	26 3 0	26 3 0						
BINDERS.													
1	T	20 9 7	40 0 0	15 0 0	36 9 0	59 4 0	26 7 0						
3	T	18 4 5	24 0 0	7 0 0	22 5 4	28 0 0	11 0 0						
5	T	13 10 0	35 0 0	8 0 0	21 4 5	40 11 3	12 10 9						
MACHINEMEN.													
1	P	48 0 6	56 12 0	38 12 0	70 3 0	87 4 0	56 15 0						
2	T	24 0 0	24 0 0	24 0 0	32 10 8	33 2 3	32 2 9						
3	T	38 8 0	51 0 0	26 0 0	42 8 0	55 0 0	30 0 0						
4	T	25 0 0	25 0 0	25 0 0	30 0 0	30 0 0	30 0 0						
5	T	41 0 0	90 0 0	15 0 0	56 1 7	118 4 0	28 12 0						
FOLDERS, ENVELOPE MAKERS, ETC.													
1	T	12 1 7	14 0 0	12 0 0	20 15 4	25 11 0	21 0 0						
5	T	18 8 0	42 0 0	8 0 0	26 3 9	52 6 0	11 11 6						
PACKERS.													
1	T	14 8 0	15 0 0	14 0 0	26 8 0	24 8 0	23 0 0						
INKERS.													
1	P	27 9 3	39 7 0	16 0 0	42 7 5	59 1 0	27 2 0						
PAFARMEN.													
3	T	16 4 0	24 0 0	10 0 0	20 4 0	28 0 0	14 0 0						
5	T	10 8 0	12 0 0	10 0 0	17 1 2	23 2 0	15 6 3						
FOREMEN.													
1	T	87 8 0	105 0 0	70 0 0	100 12 0	117 0 0	82 0 0						
3	T	75 0 0	75 0 0	75 0 0	79 0 0	79 0 0	79 0 0						
5	T	54 12 0	95 0 0	23 0 0	77 0 2	135 11 0	41 4 9						
PRESSMEN													
1	P	33 9 6	38 13 0	30 13 0	49 4 6	61 5 0	27 2 0						
	T	11 0 0	18 0 0	18 0 0	29 9 0	29 9 0	29 9 0						
	T	20 0 0	20 0 0	20 0 0	24 0 0	24 0 0	24 0 0						
READERS.													
1	T	73 0 0	73 0 0	73 0 0	97 8 0	97 8 0	97 8 0						
2	T	35 4 0	60 0 0	25 0 0	43 12 6	81 10 0	29 0 6						
3	T	26 8 0	27 0 0	26 0 0	30 8 0	31 0 0	30 0 0						

APPENDIX VI.

Table showing monthly Wages and Earnings in Selected Occupations.

Centre—Patna.

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps. Rs. As. Ps.																			
OCCUPATION—COMPOSITORS.																			
1	T	20	0	0	20	0	0	20	0	0	20	6	0	20	6	0	20	6	0
2	P	75	0	0	106	0	0	46	9	0	85	9	0	120	0	0	60	9	0
3	T	20	0	0	26	0	0	18	0	0	20	0	0	26	0	0	18	0	0
4	T	18	0	0	20	0	0	12	0	0	22	0	0	34	0	0	16	0	0
5	P	35	0	0	40	0	0	30	0	0	35	0	0	40	0	0	30	0	0
7	T	20	0	0	20	0	0	20	0	0	23	0	0	23	0	0	23	0	0
8	T	19	4	4	25	0	0	15	0	0	25	12	5	33	5	3	20	0	0
9	P	19	8	0	21	0	0	14	0	0	24	8	0	27	0	0	16	0	0
11	P	20	0	0	30	0	0	14	0	0	28	0	0	42	0	0	21	0	0
BINDERS.																			
1	T	21	0	0	21	0	0	21	0	0	24	2	0	24	2	0	24	2	0
2	T	27	0	0	35	0	0	17	0	0	39	8	7	46	0	0	28	0	0
4	T	13	0	0	13	0	0	13	0	0	17	0	0	17	0	0	17	0	0
5	P	20	0	0	20	0	0	20	0	0	20	0	0	20	0	0	20	0	0
8	T	19	0	0	25	0	0	12	0	0	21	15	11	33	5	6	16	0	0
9	T	16	0	0	16	0	0	16	0	0	22	0	0	22	0	0	22	0	0
10	T	13	14	0	15	12	0	12	6	0	21	0	5	23	9	9	19	7	0
11	T	16	8	0	25	0	0	11	0	0	23	8	3	35	0	0	18	0	0
DISTRIBUTORS.																			
2	P	29	12	0	35	4	0	21	5	0	37	4	0	46	4	0	32	5	0
3	T	18	0	0	20	0	0	17	0	0	18	0	0	20	0	0	17	0	0
9	P	9	0	0	10	0	0	8	8	0	12	9	0	14	0	0	10	8	0
10	T	10	0	0	10	0	0	10	0	0	17	11	0	17	11	0	17	11	0
11	T	14	8	0	15	0	0	12	0	0	21	8	0	22	0	0	19	0	0
PROOF READERS.																			
2	T	101	9	5	210	0	0	55	0	0	117	5	3	250	0	0	69	0	0
9	T	40	0	0	40	0	0	44	0	0	40	0	0	44	0	0	24	0	0
10	T	32	14	8	45	0	0	20	0	0	45	3	3	60	5	3	27	4	3
MACHINE MEN.																			
2	T	68	12	0	76	2	0	60	6	0	83	5	0	90	14	0	75	0	0
5	P	22	0	0	22	0	0	22	0	0	22	0	0	22	0	0	22	0	0
6	T	35	0	0	45	0	0	25	0	0	35	0	0	45	0	0	25	0	0
7	T	20	0	0	20	0	0	20	0	0	25	0	0	25	0	0	25	0	0

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average (3)			Maximum (4)			Minimum (5)			Average (6)			Maximum (7)			Minimum (8)		
(1)	(2)	Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.		
8	T	15	8	10	18	0	0	13	0	0	20	10	8	24	0	0	17	5	3
9	T	16	0	0	17	0	0	15	0	0	20	0	0	20	0	0	20	0	0
10	T	32	1	0	33	12	0	30	6	0	41	1	0	42	12	0	39	6	0
11	T	27	8	0	30	0	0	25	0	0	38	8	0	42	0	0	35	0	0
LINO OPERATORS.																			
2	T	125	1	6	162	0	0	88	3	0	139	15	0	177	1	0	102	13	0
8	T	57	8	0	90	0	0	30	0	0	73	4	10	112	8	0	40	0	0
11	T	85	0	0	100	0	0	75	0	0	113	5	3	133	5	3	100	0	0
COOLIES.																			
1	T	11	0	0	12	0	0	10	0	0	11	7	4	12	10	3	10	4	6
7	T	9	8	0	12	0	0	8	0	0	13	2	6	14	0	0	12	0	0
9	T	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0
10	T	9	13	6	11	4	0	9	0	0	14	7	7	17	4	0	12	8	3
GALLEY PROOF MEN																			
2	T	19	10	3	21	0	0	17	0	0	30	14	0	33	0	0	28	0	0
11	T	13	8	0	14	0	0	13	0	0	20	8	0	21	0	0	20	0	0
COPY HOLDERS																			
2	T	39	12	0	45	0	0	31	0	0	50	12	0	59	0	0	42	0	0
PRESSMEN																			
1	T	16	0	0	16	0	0	16	0	0	16	8	3	16	8	3	16	8	3
2	P	34	6	0	34	6	0	34	6	0	45	6	0	45	6	0	45	6	0
	T	40	0	0	40	0	0	40	0	0	54	0	0	54	0	0	54	0	0
7	T	25	0	0	25	0	0	25	0	0	30	0	0	30	0	0	30	0	0
8	T	14	8	0	15	0	0	14	0	0	19	5	3	20	0	0	18	10	6
10	T	13	8	0	13	8	0	13	8	0	19	8	0	19	8	0	19	8	0

APPENDIX VII.

*Table showing monthly wages and earnings in Selected Occupations.
Centre—Calcutta.*

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(3)	(4)	(5)	(6)	(7)	(8)												
(1)	(2)	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
OCCUPATION—COMPOSITORS.																			
1	T	28	6	3	53	0	0	20	0	0	64	0	3	95	5	9	44	1	0
2	T	30	0	0	30	0	0	30	0	0	30	0	0	30	0	0	30	0	0
3	T	26	0	0	30	0	0	25	0	0	43	8	9	60	12	3	38	6	9
4	T	34	8	0	41	0	0	28	0	0	41	8	0	48	0	0	35	0	0
5	T	34	0	0	40	0	0	28	0	0	39	0	0	45	0	0	33	0	0
6	T	24	0	0	33	0	0	18	0	0	27	0	0	36	0	0	21	0	0
7	T	28	8	9	29	0	0	28	0	0	47	5	9	48	4	0	46	7	6
8	T	32	13	3	41	0	0	28	0	0	39	10	0	46	10	6	33	14	0
10	T	22	13	9	25	0	0	20	0	0	38	6	3	43	12	0	33	8	0
11	T	24	0	0	25	0	0	22	0	0	32	10	9	37	0	0	29	0	0
12	T	26	11	3	35	0	0	22	0	0	26	11	3	35	0	0	22	0	0
13	T	31	8	0	35	0	0	28	0	0	32	9	9	36	8	9	28	10	9
14	T	37	0	0	37	0	0	37	0	0	45	0	0	45	0	0	45	0	0
15	T	28	8	0	38	0	0	23	0	0	51	5	6	65	2	6	43	6	3
16	T	21	10	3	32	0	0	10	0	0	31	11	0	48	12	0	19	12	0
17	T	25	8	0	28	0	0	23	0	0	38	4	0	42	0	0	34	8	0
18	T	25	0	0	30	0	0	19	0	0	50	9	6	63	14	0	36	0	0
19	T	27	0	0	30	0	0	25	0	0	33	11	9	37	14	0	29	0	0
20	T	31	0	0	31	0	0	31	0	0	46	0	0	46	0	0	46	0	0
21	T	33	5	3	50	0	0	30	0	0	53	8	6	65	0	0	43	9	0
22	T	39	13	3	50	0	0	33	0	0	61	0	6	75	11	0	41	0	0
23	T	33	8	6	36	0	0	30	0	0	49	6	0	57	0	0	41	0	0
24	T	60	13	3	98	0	0	20	0	0	73	10	9	112	0	0	28	0	0
25	T	23	3	0	42	8	0	27	8	0	55	7	3	69	5	3	46	12	6
26	T	42	12	6	50	0	0	22	0	0	47	12	0	69	7	9	35	2	6
27	T	27	8	0	32	1	6	19	6	0	54	5	6	74	1	9	38	7	6
COOLIES.																			
1	T	20	0	0	20	0	0	20	0	0	42	9	3	42	9	3	42	9	3
9	T	14	4	6	16	0	0	10	0	0	37	12	6	60	4	0	25	2	0
11	T	20	0	0	20	0	0	20	0	0	27	0	0	27	0	0	27	0	0
14	T	21	5	3	22	0	0	21	0	0	26	5	3	27	0	0	26	0	0
20	T	22	0	0	22	0	0	22	0	0	27	0	0	27	0	0	27	0	0
21	T	17	7	0	20	0	0	15	0	0	29	6	3	33	14	0	25	7	0
23	T	19	0	0	19	0	0	19	0	0	32	3	6	35	7	0	30	0	0
24	T	18	6	9	20	0	0	18	0	0	29	0	0	33	7	0	26	0	0
25	T	23	4	0	26	0	0	22	0	0	41	0	9	44	9	0	38	9	9
26	T	19	0	0	19	0	0	19	0	0	29	0	0	31	8	6	27	2	6
27	T	19	15	0	20	0	0	19	5	3	42	12	0	54	1	0	26	13	3
28	T	30	4	0	40	0	0	27	0	0	36	5	0	48	0	0	32	6	6
PROOF READERS																			
1	T	60	0	0	60	0	0	60	0	0	75	0	0	75	0	0	75	0	0
3	T	30	0	0	35	0	0	25	0	0	34	2	9	47	8	0	25	0	0
4	T	50	0	0	50	0	0	50	0	0	57	0	0	57	0	0	57	0	0
8	T	60	0	0	60	0	0	60	0	0	63	0	0	63	0	0	63	0	0
12	T	60	0	0	60	0	0	60	0	0	60	0	0	60	0	0	60	0	0
17	T	60	0	0	60	0	0	60	0	0	90	0	0	90	0	0	90	0	0
18	T	47	0	0	49	0	0	45	0	0	71	11	0	71	13	0	71	9	0

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)			
		Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
21	T	128	9	6	228	0	0	50	0	0	171	15	3	298	13	0	86	4	0
22	T	128	8	9	150	0	0	76	0	0	142	8	9	149	8	0	97	0	0
23	T	115	1	6	370	0	0	48	0	0	142	12	6	398	12	0	68	1	0
24	T	230	9	3	350	0	0	72	0	0	232	10	9	350	0	0	86	0	0
25	T	180	0	0	260	0	0	100	0	0	213	3	6	276	0	0	150	7	0
26	T	78	12	0	140	0	0	42	0	0	93	14	9	148	13	0	49	4	0
27	T	59	14	0	125	0	0	25	8	0	93	3	9	180	14	3	43	1	0
28	T	53	6	3	63	0	0	43	0	0	60	2	6	69	4	6	51	9	6
BINDERS																			
4	T	22	5	3	26	0	0	18	0	0	29	5	3	33	0	0	25	0	0
6	T	18	10	9	22	0	0	14	0	0	21	5	3	25	0	0	16	0	0
7	T	20	0	0	20	0	0	20	0	0	34	7	6	34	7	6	34	7	6
8	T	26	0	0	30	0	0	20	0	0	29	8	3	33	15	6	23	10	3
10	T	18	5	4	25	0	0	15	0	0	34	9	3	43	12	0	30	0	0
21	T	29	9	3	36	0	0	24	0	0	54	13	6	76	14	0	41	8	0
22	T	23	6	3	28	0	0	18	0	0	37	0	9	42	13	0	30	10	0
24	T	40	0	0	40	0	0	40	0	0	54	0	0	54	0	0	54	0	0
26	T	27	11	9	47	0	0	12	0	0	39	9	6	56	8	9	21	15	9
27	T	20	12	0	23	13	0	19	7	3	50	6	3	63	0	9	37	13	9
MACHINEMEN																			
1	T	25	10	9	33	0	0	20	0	0	50	9	9	63	1	6	40	0	0
2	T	32	0	0	32	0	0	32	0	0	32	0	0	32	0	0	32	0	0
4	T	37	0	0	37	0	0	37	0	0	44	0	0	44	0	0	44	0	0
5	T	32	8	0	35	0	0	30	0	0	37	8	0	40	0	0	35	0	0
8	T	35	0	0	35	0	0	35	0	0	42	8	3	42	8	3	42	8	3
10	T	40	0	0	40	0	0	40	0	0	65	0	0	65	0	0	65	0	0
12	T	26	3	3	40	0	0	15	0	0	26	3	3	40	0	0	15	0	0
13	T	22	0	0	22	0	0	22	0	0	24	15	0	24	15	0	24	15	0
14	T	37	10	9	44	0	0	32	0	0	45	10	9	52	0	0	40	0	0
15	T	31	0	0	36	0	0	24	0	0	53	8	0	60	8	3	43	11	0
17	T	35	0	0	35	0	0	35	0	0	52	8	0	52	8	0	52	8	0
18	T	40	0	0	40	0	0	40	0	0	74	11	6	74	11	6	74	11	6
21	T	41	0	0	48	0	0	35	0	0	76	12	0	84	4	0	75	0	0
22	T	40	0	0	40	0	0	40	0	0	65	9	0	65	11	0	65	7	0
25	T	42	7	0	50	0	0	37	8	0	66	14	0	78	5	6	62	2	0
26	T	50	8	0	60	0	0	32	0	0	59	12	3	86	9	6	44	4	6
27	T	27	3	0	31	0	0	22	0	0	65	15	0	74	7	6	53	3	9
28	T	41	8	0	43	0	0	40	0	0	49	13	0	51	9	6	48	0	0
INKERS																			
4	T	18	0	0	18	0	0	18	0	0	25	0	0	25	0	0	25	0	0
11	T	29	0	0	29	0	0	29	0	0	41	0	0	41	0	0	41	0	0
21	T	23	5	3	24	0	0	20	0	0	49	2	3	54	0	0	45	8	0
24	T	28	4	6	30	0	0	24	0	0	42	9	6	50	6	0	34	11	0
25	T	22	5	3	23	0	0	22	0	0	39	7	0	41	5	3	38	1	0
27	T	19	12	0	20	0	0	19	6	6	48	4	6	54	4	6	40	14	0
28	T	35	0	9	40	0	0	25	0	0	42	1	0	48	0	0	30	0	0

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)			
COPY HOLDERS																			
1	T	30	0	0	30	0	0	30	0	0	40	0	0	40	0	0	40	0	0
18	T	22	0	0	22	0	0	22	0	0	41	13	0	41	13	0	41	13	0
21	T	36	11	3	45	0	0	35	0	0	51	12	0	61	7	0	46	12	0
22	T	45	0	0	48	0	0	42	0	0	61	0	0	63	0	0	59	0	0
23	T	52	2	6	60	0	0	40	0	0	74	15	0	90	3	0	55	15	0
24	T	40	6	3	60	0	0	25	0	0	51	12	3	78	0	0	33	0	0
25	T	33	8	0	33	8	0	33	8	0	54	1	0	54	1	0	54	1	0
26	T	49	13	3	63	0	0	34	0	0	64	0	6	79	13	6	48	10	9
27	T	24	14	3	25	0	0	24	12	3	39	9	0	43	15	9	43	2	6
LINO OPERATORS																			
1	T	97	5	3	108	0	0	90	0	0	181	11	6	199	10	3	151	7	6
8	T	90	0	0	90	0	0	90	0	0	97	5	6	97	5	6	97	5	6
18	T	80	0	0	95	0	0	65	0	0	185	5	6	204	10	0	166	1	0
21	T	103	3	3	150	0	0	60	0	0	132	14	3	198	0	0	78	0	0
22	T	120	0	0	120	0	0	120	0	0	154	8	6	154	8	6	154	8	6
23	T	106	0	0	125	0	0	85	0	0	130	5	0	168	14	0	107	0	0
26	T	80	0	0	90	0	0	70	0	0	96	11	3	101	6	3	92	0	6
27	T	70	5	6	84	6	9	49	4	0	120	3	9	139	3	6	84	15	9
28	T	127	15	0	227	0	0	40	0	0	130	6	6	227	0	0	48	0	0
TREADLEMEN																			
1	T	35	0	0	35	0	0	35	0	0	58	13	9	58	13	9	58	13	9
4	T	22	0	0	23	0	0	21	0	0	29	0	0	30	0	0	28	0	0
6	T	32	0	0	32	0	0	32	0	0	35	0	0	35	0	0	35	0	0
8	T	32	8	0	35	0	0	30	0	0	37	10	3	40	13	3	34	7	3
10	T	30	0	0	30	0	0	30	0	0	48	12	0	48	12	0	48	12	0
11	T	32	0	0	36	0	0	24	0	0	40	10	9	48	0	0	31	0	0
15	T	25	0	0	25	0	0	25	0	0	45	1	3	45	1	3	45	1	3
17	T	23	0	0	23	0	0	23	0	0	34	8	0	34	8	0	34	8	0
18	T	27	8	0	30	0	0	25	0	0	57	14	6	64	2	6	51	10	6
22	T	22	0	0	22	0	0	22	0	0	36	8	0	36	8	0	36	8	0
25	T	60	8	0	78	8	0	42	8	0	101	6	6	143	4	0	59	4	0
26	T	29	0	0	32	0	0	26	0	0	42	11	0	55	7	9	45	6	3
PRESSMEN																			
4	T	25	0	0	30	0	0	20	0	0	32	0	0	37	0	0	27	0	0
7	T	24	0	0	24	0	0	24	0	0	41	6	0	41	6	0	41	6	0
8	T	20	0	0	20	0	0	20	0	0	25	9	3	25	9	3	25	9	3
10	T	15	0	0	15	0	0	15	0	0	30	0	0	30	0	0	30	0	0
12	T	26	0	0	26	0	0	26	0	0	26	0	0	26	0	0	26	0	0
18	T	18	0	0	18	0	0	18	0	0	43	4	6	43	4	6	43	4	6
22	T	21	8	0	23	0	0	20	0	0	36	1	6	37	7	0	34	12	0
23	T	34	0	0	35	0	0	31	0	0	57	10	0	60	0	0	51	0	0
25	T	27	2	9	36	0	0	20	0	0	46	9	3	54	10	0	35	6	0
26	T	23	0	0	23	0	0	23	0	0	34	1	6	34	12	3	33	6	9
27	T	20	2	3	20	12	9	19	11	6	40	1	0	42	8	3	38	3	0
28	T	24	5	3	36	0	0	20	0	0	29	3	3	43		0	24	0	0
FEEDERS																			
1	T	25	10	9	33	0	0	20	0	0	50	9	9	63	1	6	44	1	0
6	T	19	0	0	22	0	0	16	0	0	22	0	0	25	0	0	19	0	0
18	T	25	13	9	30	0	0	20	0	0	44	8	9	50	6	0	33	11	0
22	T	18	8	0	19	0	0	18	0	0	32	0	0	32	3	0	31	13	0

APPENDIX VIII.

Table showing monthly wages and earnings in Selected Occupations.

Centre—Madras.

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances)								
		Average (3)			Maximum (4)			Minimum (5)			Average (6)			Maximum (7)			Minimum (8)		
(1)	(2)	Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.			Rs. As. Ps.		
OCCUPATION—COMPOSITORS.																			
1	T	24	4	0	46	8	0	20	0	0	41	15	0	75	7	0	36	0	0
2	T	24	8	0	30	0	0	19	0	0	32	10	4	40	0	0	25	5	4
3	T	24	14	8	35	0	0	12	8	0	29	14	8	40	0	0	17	8	0
4	{ T P	23	2	8	30	0	0	14	8	0	31	10	8	38	8	0	28	8	0
		22	13	9	32	10	0	14	14	0	22	13	9	32	10	0	14	14	0
5	T	27	14	4	39	0	0	17	0	0	46	12	1	57	12	0	35	12	0
6	T	29	10	11	60	0	0	12	0	0	41	14	9	75	0	0	24	0	0
7	T	27	2	8	40	0	0	19	0	0	31	13	1	46	0	0	21	13	7
8	T	27	10	8	35	0	0	20	0	0	40	1	10	50	12	0	29	0	0
9	T	22	1	3	29	11	0	14	15	0	28	9	3	36	3	0	21	7	0
10	T	22	12	10	30	0	0	16	0	0	29	12	10	37	0	0	23	0	0
11	T	45	13	0	45	13	0	45	13	0	45	13	0	45	13	0	45	13	0
12	T	26	9	0	33	0	0	20	0	0	41	9	0	48	0	0	35	0	0
13	T	22	8	9	38	0	0	12	0	0	29	8	9	45	0	0	19	0	0
17	T	23	0	0	30	0	0	16	0	0	25	4	9	33	0	0	17	9	7
18	T	31	9	9	34	4	3	28	8	0	35	9	9	38	4	3	32	8	0
19	T	25	6	1	31	0	0	20	0	0	35	3	10	44	1	0	29	11	0
20	T	26	4	0	37	8	0	15	0	0	31	12	0	42	8	0	20	0	0
21	T	20	13	2	21	10	3	20	0	0	20	13	2	21	10	3	20	0	0
22	T	23	4	0	28	0	0	20	0	0	29	1	0	35	0	0	25	0	0
23	T	25	0	0	25	0	0	25	0	0	25	0	0	25	0	0	25	0	0
24	T	27	0	0	35	0	0	19	0	0	31	8	0	41	0	0	23	0	0
25	T	17	8	0	18	0	0	17	0	0	17	8	0	18	0	0	17	0	0
27	T	12	8	0	15	0	0	10	0	0	18	8	0	21	0	0	16	0	0
28	T	35	0	0	50	0	0	20	0	0	43	12	0	60	0	0	25	0	0
31	T	27	1	0	27	1	0	27	1	0	31	3	0	31	3	0	31	3	0
BINDERS																			
2	T	14	4	0	21	0	0	8	0	0	19	0	0	28	0	0	13	0	0
3	T	27	5	0	36	8	0	18	8	0	32	5	0	41	8	0	23	8	0
4	T	29	8	0	39	8	0	19	0	0	38	0	0	48	0	0	27	8	0
5	T	24	2	6	44	8	0	10	0	0	42	14	0	63	4	0	26	14	0
6	T	23	12	4	40	0	0	12	0	0	35	12	4	52	0	0	24	0	0
7	T	30	10	8	40	0	0	24	0	0	35	9	9	46	0	0	27	10	0
9	T	22	3	3	30	0	0	13	8	0	28	11	3	36	8	0	20	0	0
11	T	20	0	0	20	0	0	20	0	0	20	0	0	20	0	0	20	0	0

Code No. of Press	P or T (Piece or Time)	Basic Wages.						Net earnings (including allowances).					
		Average		Maximum		Minimum		Average		Maximum		Minimum	
(1)	(2)	(3)		(4)		(5)		(6)		(7)		(8)	
		Rs. As. Ps.		Rs. As. Ps.		Rs. As. Ps.		Rs. As. Ps.		Rs. As. Ps.		Rs. As. Ps.	
14	T	13 12 0		18 5 3		9 2 9		16 12 0		21 5 3		12 2 9	
15	T	24 12 3		46 14 0		12 0 0		40 8 4		60 14 0		25 15 0	
18	T	26 13 8		31 13 0		18 12 0		30 13 8		35 13 0		22 12 0	
19	T	24 7 0		31 4 0		20 2 0		32 9 0		39 6 0		28 7 0	
20	T	16 10 0		23 0 0		13 0 0		21 14 0		28 8 0		18 4 0	
21	T	17 4 10		29 8 3		6 0 0		17 4 10		29 8 3		6 0 0	
22	T	18 0 0		18 0 0		18 0 0		22 8 0		22 8 0		22 8 0	
23	T	16 0 0		16 0 0		16 0 0		16 0 0		16 0 0		16 0 0	
24	T	21 2 5		44 0 0		11 0 0		25 5 8		50 0 0		15 0 0	
26	T	7 0 0		7 0 0		7 0 0		7 0 0		7 0 0		7 0 0	
27	T	7 8 0		8 0 0		7 0 0		13 8 0		14 0 0		13 0 0	
28	T	20 0 0		20 0 0		20 0 0		25 0 0		25 0 0		25 0 0	
31	T	27 1 0		27 1 0		27 1 0		32 1 8		32 1 8		32 1 8	

MACHINEMEN

1	T	58 0 0		94 0 0		40 0 0		90 6 0		137 3 0		67 0 0	
2	T	30 0 0		30 0 0		30 0 0		40 0 0		40 0 0		40 0 0	
3	T	17 5 0		18 5 0		16 5 0		22 5 0		23 5 0		21 5 0	
4	T	37 8 0		37 8 0		37 8 0		43 0 0		46 0 0		46 0 0	
5	T	29 13 7		39 0 0		24 8 0		48 9 7		57 12 0		43 4 0	
6	T	41 5 4		57 0 0		28 0 0		54 5 4		72 0 0		38 0 0	
8	T	31 11 5		38 0 0		25 0 0		45 14 5		55 1 6		34 12 9	
9	T	22 1 0		25 0 0		15 3 0		28 9 0		31 8 0		21 11 0	
11	T	31 8 0		35 0 0		28 0 0		31 8 0		35 0 0		28 0 0	
12	T	27 8 9		45 0 0		20 0 0		42 8 9		60 0 0		35 0 0	
14	T	15 14 9		24 9 0		9 10 9		19 9 6		29 9 0		12 10 9	
15	T	27 7 8		35 15 0		18 0 0		44 1 5		53 0 0		33 15 0	
17	T	27 0 0		27 0 0		27 0 0		29 11 2		29 11 2		29 11 2	
18	T	46 8 0		54 0 0		39 0 0		50 8 0		58 0 0		43 0 0	
19	T	31 8 0		33 0 0		30 0 0		43 9 0		43 15 0		43 5 0	
20	T	30 5 4		38 8 0		22 0 0		35 8 0		43 8 0		27 4 0	
22	T	26 0 0		26 0 0		26 0 0		32 8 0		32 8 0		32 8 0	
23	T	27 8 0		30 0 0		25 0 0		27 8 0		30 0 0		25 0 0	
24	T	38 8 0		63 0 0		21 8 0		43 2 8		69 0 0		25 8 0	
25	T	26 0 0		26 0 0		26 0 0		26 0 0		26 0 0		26 0 0	
26	T	16 0 0		17 0 0		15 0 0		16 0 0		17 0 0		15 0 0	
27	T	26 0 0		26 0 0		26 0 0		32 0 0		32 0 0		32 0 0	
28	T	35 0 0		35 0 0		33 0 0		45 0 0		45 0 0		45 0 0	
30	T	22 0 0		22 0 0		22 0 0		27 8 0		27 8 0		27 8 0	

Code No. of Press	P or T (Piece or Time)	Basic Wages.									Net earnings (including allowances).								
		Average			Maximum			Minimum			Average			Maximum			Minimum		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
		Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.	Rs.	As.	Ps.
31	T	22	3	6	29	4	0	15	3	0	27	9	7	33	8	6	18	4	2
WHEELERS																			
2	T	17	0	0	17	0	0	17	0	0	22	10	8	22	10	8	22	10	8
4	T	22	0	0	22	0	0	22	0	0	30	8	0	30	8	0	30	8	0
5	T	18	15	0	22	0	0	13	0	0	37	8	8	40	12	0	29	14	0
6	T	25	0	0	31	0	0	20	0	0	37	0	0	43	0	0	32	0	0
7	T	14	0	0	16	0	0	12	0	0	16	1	4	18	6	0	13	12	9
9	T	20	7	0	24	8	0	15	3	0	26	15	0	31	0	0	21	11	0
19	T	13	0	0	16	0	0	12	0	0	22	3	0	25	11	0	21	1	0
LINO OPERATORS																			
1	P	103	0	0	115	14	0	83	4	0	148	14	0	165	11	0	123	2	0
	T	52	14	0	78	0	0	35	0	0	82	12	0	116	6	0	55	8	0
5	T	46	8	0	88	8	0	22	8	0	65	4	0	107	4	0	41	4	0
13	T	38	12	0	50	0	0	30	0	0	48	12	0	60	0	0	40	0	0
19	T	81	10	8	100	0	0	65	0	0	90	2	4	107	14	0	72	8	0
24	P	68	11	6	68	11	6	68	11	6	74	11	6	74	11	6	74	11	6
REELERS																			
3	T	40	0	0	40	0	0	40	0	0	45	0	0	45	0	0	45	0	0
4	T	14	10	8	14	11	0	14	10	0	14	10	8	14	11	0	14	10	0
5	T	21	6	6	31	8	0	18	0	0	40	2	6	50	4	0	36	12	0
9	T	23	4	9	27	0	0	18	9	0	28	12	9	33	8	0	25	1	0
STEREO CASTERS																			
1	T	22	1	0	34	0	0	15	0	0	38	11	0	54	3	0	29	8	0
19	T	21	0	0	22	0	0	20	0	0	27	4	0	28	13	0	25	10	0
PROOF READERS																			
4	T	31	13	4	35	8	0	25	8	0	37	8	0	44	0	0	25	8	0
9	T	38	2	0	65	0	0	22	8	0	44	10	0	71	8	0	29	0	0
10	T	24	12	0	25	0	0	24	8	0	31	12	0	32	0	0	31	8	0
24	T	26	11	2	45	8	0	15	0	0	49	8	0	19	0	0	30	11	2
IMPOSERS																			
1	T	29	11	0	47	0	0	22	8	0	49	6	0	76	2	0	39	4	0
15	T	54	11	0	54	11	0	54	11	0	80	7	6	80	10	0	80	5	0
19	T	33	0	0	35	0	0	31	0	0	39	13	0	41	3	0	38	7	0
TREADLEMEN																			
2	T	18	0	0	18	0	0	18	0	0	24	0	0	24	0	0	24	0	0
4	T	21	12	0	21	12	0	21	12	0	30	4	0	30	4	0	30	4	0
10	T	25	0	0	25	0	0	25	0	0	32	0	0	32	0	0	32	0	0
18	T	30	0	0	30	0	0	30	0	0	34	0	0	34	0	0	34	0	0
23	T	16	0	0	16	0	0	16	0	0	16	0	0	16	0	0	16	0	0
24	T	27	12	0	35	0	0	20	8	0	31	12	0	39	0	0	24	8	0
TYPE CASTERS																			
5	T	26	4	0	34	8	0	21	0	0	45	0	0	53	4	0	39	12	0
19	T	20	8	0	21	0	0	20	0	0	28	0	0	28	8	0	27	8	0
24	T	56	8	0	56	8	0	56	8	0	60	8	0	60	8	0	60	8	0
28	T	35	0	0	35	0	0	35	0	0	45	0	0	45	0	0	45	0	0

APPENDIX IX.

Table showing monthly wages and earnings in Selected Occupations.

Centre—Bombay.

Code No. of Press	P or T (Piece or Time)	Basic Wages.						Net earnings (including allowances).					
		Average		Maximum		Minimum		Average		Maximum		Minimum	
		(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
(1)	(2)	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.	Rs. As. Ps.
OCCUPATIONS—COMPOSITORS.													
1	{ T	54 2 9	105 0 0	24 0 0	77 5 4	151 0 0	47 15 0						
	{ P	82 15 2	85 8 0	79 1 0	107 5 4	111 2 0	102 12 0						
2	T	56 12 0	60 0 0	50 0 0	72 9 0	77 7 0	64 8 0						
3	T	61 6 10	100 0 0	45 0 0	93 6 0	131 0 0	70 0 0						
4	T	43 13 7	66 11 3	31 5 3	68 15 7	93 5 0	48 7 9						
5	T	52 0 0	60 0 0	45 0 0	63 3 9	74 0 0	56 1 0						
6	T	48 0 0	63 0 0	35 0 0	60 14 5	77 9 0	47 9 0						
7	{ P	33 11 9	33 11 9	33 11 9	39 12 0	39 12 0	39 12 0						
	{ T	37 7 3	69 0 0	17 0 0	50 7 3	86 3 0	27 13 6						
8	T	42 8 6	87 0 0	20 0 0	65 10 11	121 1 0	47 12 0						
9	T	41 9 7	65 0 0	23 0 0	57 10 11	77 0 0	35 0 0						
10	{ T	56 10 9	56 10 9	56 10 9	62 11 9	62 11 9	62 11 9						
	{ P	42 8 0	56 0 0	32 0 0	57 4 4	74 0 0	45 10 0						
11	T	42 11 9	64 0 0	25 0 0	56 14 1	80 6 0	32 2 0						
12	T	42 11 2	59 0 0	30 0 0	63 7 0	87 2 6	49 11 9						
13	T	56 10 6	100 0 0	30 0 0	78 14 11	121 7 0	46 13 0						
14	T	49 11 9	57 0 0	40 0 0	71 7 5	81 15 0	58 8 0						
15	T	49 8 0	65 0 0	38 0 0	57 13 4	74 8 0	46 0 0						
16	T	39 4 7	69 0 0	13 0 0	51 4 7	81 0 0	25 0 0						
17	T	60 14 7	94 0 0	35 0 0	70 14 7	104 0 0	45 0 0						
18	T	60 2 3	100 0 0	45 0 0	104 3 0	125 0 0	68 10 0						
19	T	41 10 8	55 0 0	32 0 0	54 11 5	73 4 9	44 0 8						
20	T	43 0 0	70 0 0	15 0 0	58 3 6	85 0 0	30 0 0						
21	T	45 4 10	80 0 0	30 0 0	58 4 10	93 0 0	43 0 0						
22	P	70 12 0	128 14 0	23 0 0	70 12 0	128 14 0	23 0 0						
BALLERS													
1	T	26 8 5	50 0 0	18 0 0	48 1 6	68 7 0	38 2 0						
2	T	36 11 8	50 0 0	27 0 0	45 11 8	62 8 0	33 12 0						
4	T	14 8 11	19 12 6	10 0 0	29 7 1	36 10 8	24 1 9						
6	T	26 10 8	31 0 0	22 0 0	39 11 0	49 3 0	32 9 0						
7	T	24 10 8	26 0 0	24 0 0	36 7 6	37 2 6	36 10 0						
8	T	20 14 2	28 0 0	20 0 0	44 7 10	52 8 0	41 9 0						
9	T	18 0 0	18 0 0	18 0 0	30 4 0	30 4 0	30 4 0						
10	T	22 0 0	22 0 0	22 0 0	32 10 10	32 14 0	32 7 9						
11	T	29 9 7	31 0 0	27 0 0	40 6 8	43 5 3	38 0 3						
12	T	31 13 9	45 0 0	24 0 0	50 15 7	66 10 6	37 4 3						
13	T	31 6 5	40 0 0	28 0 0	50 3 0	60 0 0	44 0 0						
14	T	28 3 2	30 0 0	27 0 0	48 5 0	49 9 0	45 14 0						
15	T	26 6 5	30 0 0	22 0 0	33 9 7	38 0 0	29 0 0						
16	T	29 10 8	34 0 0	25 0 0	41 0 0	46 0 0	37 0 0						
17	T	41 10 8	45 0 0	40 0 0	51 10 8	55 0 0	50 0 0						
18	T	31 0 0	38 0 0	25 0 0	42 5 4	50 11 0	37 7 0						

Code No. of Press	P or T (Piece or Time)	Basic Wages			Net earnings (including allowances)		
		Average (3)	Maximum (4)	Minimum (5)	Average (6)	Maximum (7)	Minimum (8)
19	T	22 0 0	24 0 0	20 0 0	30 10 8	33 1 0	28 4 3
20	T	23 0 0	23 0 0	23 0 0	38 14 0	38 14 0	38 14 0
21	T	31 4 0	40 0 0	27 0 0	44 4 0	53 0 0	40 0 0
BINDERS							
1	T	35 2 9	76 0 0	18 0 0	60 9 6	99 15 0	40 3 0
5	T	45 11 2	63 8 0	35 0 0	55 8 7	69 8 0	45 6 0
6	T	30 4 0	39 0 0	23 0 0	40 10 6	50 1 0	33 9 0
9	T	26 5 4	49 0 0	16 0 0	40 4 9	66 0 6	27 5 0
10	T	34 0 0	34 0 0	34 0 0	47 1 9	47 1 9	47 1 9
11	T	40 12 10	63 0 0	23 0 0	53 2 0	79 4 0	31 12 6
13	T	35 8 4	45 14 0	19 6 0	45 12 3	58 8 0	26 2 0
14	T	42 8 3	70 0 0	15 5 0	59 10 6	92 2 0	32 11 0
15	T	39 7 8	55 0 0	27 0 0	59 1 2	76 10 0	46 1 0
16	T	37 11 3	65 0 0	20 0 0	49 8 11	74 8 0	27 0 0
17	T	29 8 0	31 0 0	28 0 0	41 8 0	43 0 0	40 0 0
18	T	37 8 0	50 0 0	25 0 0	47 8 0	60 0 0	35 0 0
19	T	29 5 4	50 0 0	14 0 0	39 9 4	65 11 0	21 6 0
20	T	42 8 0	60 0 0	30 0 0	59 1 6	76 13 0	46 15 0
21	T	39 6 2	74 0 0	22 0 0	52 6 2	87 0 0	35 0 0
22	T	27 12 10	41 0 0	15 0 0	44 11 7	67 9 0	29 0 0
MACHINEMEN							
1	T	43 7 5	70 0 0	27 0 0	66 4 2	93 6 0	47 2 0
3	T	45 0 0	60 0 0	25 0 0	69 5 9	85 0 0	45 13 0
4	T	41 10 10	57 5 3	31 8 3	62 1 6	80 6 3	51 5 6
5	T	50 8 0	57 0 0	44 0 0	56 8 6	63 1 0	50 0 0
7	T	52 10 8	73 0 0	42 0 0	64 14 11	91 2 9	56 9 6
8	T	39 15 4	82 0 0	25 0 0	61 13 10	93 12 0	44 8 0
9	T	43 4 7	65 0 0	28 0 0	57 12 9	77 0 0	40 0 0
10	T	46 0 0	60 0 0	36 0 0	60 15 3	78 3 9	48 1 9
11	T	42 9 7	61 0 0	28 0 0	54 0 8	73 3 0	38 15 0
13	T	62 5 10	75 0 0	30 0 0	72 10 8	90 10 0	46 0 0
14	T	56 4 0	65 0 0	45 0 0	80 2 0	87 12 0	70 0 0
15	T	39 0 0	50 0 0	28 0 0	47 4 0	59 8 0	35 0 0
17	T	41 0 0	70 0 0	22 0 0	51 0 0	80 0 0	32 0 0
20	T	91 0 0	91 0 0	91 0 0	106 0 0	106 0 0	106 0 0
21	T	58 10 0	65 0 0	32 0 0	71 10 0	78 0 0	45 0 0
22	T	41 0 0	41 0 0	41 0 0	68 8 0	68 8 0	68 8 0
	P	44 15 1	55 3 0	28 11 0	100 12 0	112 7 0	89 9 0
LINO OPERATORS							
1	P	147 7 3	199 6 0	91 1 0	186 9 2	248 10 0	118 6 0
2	P	122 0 7	160 0 0	68 8 0	143 14 0	185 0 0	81 4 0
	T	69 3 4	80 0 0	58 0 0	87 0 0	100 0 0	74 14 0
8	T	142 0 0	142 0 0	142 0 0	175 9 0	175 9 0	175 9 0
11	P	95 13 9	158 7 0	39 15 3	111 3 9	177 12 0	50 15 0
14	T	67 8 0	75 0 0	60 0 0	88 10 6	95 7 0	81 14 0
17	T	155 0 0	155 0 0	155 0 0	165 0 0	165 0 0	165 0 0
18	T	110 0 0	110 0 0	110 0 0	191 9 0	151 9 0	151 9 0
20	T	130 0 0	130 0 0	130 0 0	145 0 0	145 0 0	145 0 0
21	T	89 5 4	118 0 0	50 0 0	102 4 4	131 0 0	63 0 0
22	P	69 4 4	103 12 0	48 10 0	82 4 8	121 12 0	66 10 0
	T	52 0 0	61 0 0	45 0 0	72 1 2	83 7 0	63 0 0

Code No. of Press	P or T (Piece or Time)	Basic Wages			Net earnings (including allowances).		
		Average (3)	Maximum (4)	Minimum (5)	Average (6)	Maximum (7)	Minimum (8)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
FOLDERS.							
1	T	25 10 10	30 0 0	18 0 0	44 3 2	56 6 0	49 11 0
4	T	25 10 8	31 5 3	22 4 3	39 13 6	45 12 6	35 0 6
7	T	39 11 0	39 11 0	39 11 0	49 11 0	49 11 0	49 11 0
9	T	40 0 0	45 0 0	34 0 0	52 0 0	57 0 0	46 0 0
10	T	16 0 0	19 0 0	14 0 0	24 11 0	29 3 8	24 7 3
12	T	27 0 0	31 0 0	25 0 0	43 10 0	48 0 0	41 9 9
READERS							
1	T	84 4 10	130 0 0	45 0 0	118 3 6	183 14 0	68 0 0
2	T	65 0 0	65 0 0	65 0 0	81 4 0	81 4 0	81 4 0
3	T	55 0 0	55 0 0	55 0 0	79 4 0	79 4 0	79 4 0
4	T	44 9 1	65 0 0	24 1 9	65 11 6	89 15 3	41 7 9
5	T	100 0 0	100 0 0	100 0 0	106 0 0	106 0 0	106 0 0
7	T	47 0 0	57 0 0	35 0 0	57 0 0	45 0 0	69 0 0
8	T	87 0 0	87 0 0	87 0 0	114 2 6	121 1 0	107 4 0
9	T	49 10 8	65 0 0	32 0 0	61 10 8	77 0 0	44 0 0
12	T	50 0 0	50 0 0	50 0 0	70 14 8	74 4 9	67 8 3
22	T	95 14 7	160 0 0	56 0 0	128 3 0	188 2 0	82 6 0
PRESSMEN							
1	T	35 5 10	42 0 0	25 0 0	54 7 3	64 4 0	48 4 0
4	T	23 7 10	30 9 6	17 10 0	38 1 4	42 9 6	35 6 0
6	T	42 0 0	53 0 0	31 0 0	56 5 0	63 7 0	49 3 0
8	T	70 0 0	70 0 0	70 0 0	95 0 0	95 0 0	95 0 0
12	T	68 6 5	75 0 0	60 0 0	88 6 5	100 0 0	77 0 0
16	T	39 12 0	65 0 0	30 0 0	51 12 0	77 0 0	42 0 0
18	T	65 0 0	65 0 0	65 0 0	87 15 0	94 11 0	81 3 0
19	T	53 0 0	72 0 0	34 0 0	67 13 3	88 12 3	46 14 3
22	T	31 11 8	41 0 0	25 0 0	50 15 8	68 5 0	39 10 0
COPYHOLDERS							
2	T	50 0 0	50 0 0	50 0 0	62 8 0	62 8 0	62 8 0
3	T	40 0 0	40 0 0	40 0 0	64 0 0	64 0 0	64 0 0
8	T	30 12 0	38 0 0	27 0 0	51 10 6	57 3 0	47 4 0
15	T	35 0 0	35 0 0	35 0 0	43 0 0	43 0 0	43 0 0
22	T	40 3 4	44 0 0	35 0 0	63 15 0	70 8 0	49 0 0
MONO OPERATORS							
1	T	71 12 10	79 0 0	60 0 0	99 3 0	109 8 0	84 15 0
2	T	95 0 0	95 0 0	95 0 0	115 0 0	115 0 0	115 0 0
5	T	88 0 0	88 0 0	88 0 0	108 0 0	108 0 0	108 0 0
8	T	69 0 0	80 0 0	62 0 0	92 3 4	103 6 0	84 13 0
13	T	100 0 0	100 0 0	100 0 0	125 6 0	125 6 0	125 6 0
14	T	75 0 0	90 0 0	70 0 0	106 8 6	127 8 0	94 7 0
15	T	80 0 0	80 0 0	80 0 0	92 0 0	92 0 0	92 0 0
17	P	93 3 6	106 14 0	74 9 0	103 3 6	116 14 0	84 9 0
21	T	100 0 0	100 0 0	100 0 0	113 0 0	113 0 0	113 0 0
22	P	89 11 0	115 6 0	59 0 0	109 7 7	147 7 0	87 14 0
MONO-CASTERS							
1	T	66 8 0	88 0 0	55 0 0	91 9 6	121 4 0	74 1 0
2	T	60 0 0	60 0 0	60 0 0	76 5 0	76 5 0	76 5 0
13	T	60 0 0	60 0 0	60 0 0	78 8 0	78 8 0	78 8 0
41	T	55 0 0	70 0 0	45 0 0	75 9 0	75 9 0	64 7 0
15	T	80 0 0	80 0 0	80 0 0	92 0 0	92 0 0	92 0 0
17	P	93 3 6	106 14 0	74 9 0	103 3 6	116 14 0	84 9 0
21	T	78 0 0	83 0 0	73 0 0	91 0 0	96 0 0	86 0 0
22	P	81 9 7	111 0 0	48 0 0	99 9 7	129 6 0	66 0 0
DISTRIBUTORS							
1	T	26 10 8	35 0 0	25 0 0	47 0 4	55 5 0	44 3 0
2	T	30 0 0	30 0 0	30 0 0	37 8 0	37 8 0	37 8 0
13	T	35 0 0	35 0 0	35 0 0	53 6 0	53 6 0	53 6 0

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APPENDIX X.
QUESTIONNAIRE.

PART I.

Name of concern Location
Name of Proprietor District
or Managing Agent.
Date of Establishment Province

A. EMPLOYMENT.

1. State the average daily number of workers (other than the clerical staff) employed in August 1939 and in January 1944, or at date of enquiry as follows :—

- (a) Total number of workers
(b) Number of piece-rate workers
(c) Number of time-rate or salaried workers

	Men.		Women.		Children.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.	Aug 1939.	Jan. 1944.
(i) Employed and paid directly						
(ii) Employed and paid through contractors.						
(iii) Employed through contractors but paid directly.						

2. If you have any statistical information regarding the length of service of operatives in your concern, please give it in the following form :—

- Those between 0 & 1 year of service.
Those between 1 & 5 years of service,
Those between 5 & 10 years of service, and
Those over 10 years of service.

3. Are your workers classified as permanent and temporary? Give the percentage in each category and describe the privileges of each type of workers.

4. State the system of apprenticeship for ordinary and supervisory posts and terms, if any.

Is the apprenticeship period counted towards total service?

5. Is there any system of graded or time-scale promotion? If so, give details.

6. State the labour turnover in your concern for the years 1939 and 1943 or any recent years in the form below :—

Average daily number of workers employed during the month or year.	Total number of workers who left during the month or year.					
	Permanent.			Temporary.		
	Retirement.	Dismissal.	Voluntary.	Retirement.	Dismissal.	Voluntary.

— What are the reasons for the labour turnover, if any ? Suggest measures for reducing it.

7. Supply figures of absenteeism in your concern for the years 1939 and 1943. What are the causes of absenteeism and how would you reduce it ?

8. Are there any Standing Orders governing the relationships of employers and employees ? Please supply a copy of the same, if possible.

9. (a) How do you recruit labour ? Explain the system of recruitment fully.

(b) Have you a Labour Officer to enquire into the grievances of workers ? If not, what other machinery have you set up for this purpose ?

B. WAGES AND EARNINGS.

10. What are the wage-rates for different types of workers ? What changes have occurred in basic wages, salaried and piece (exclusive of allowances, etc.) since August 1939 ?

Does contract labour receive the same rates of wages as labour directly employed in the same or similar occupations ?

11. Please describe in brief the principles determining the fixation of your wage rates for all classes of employees.

12. Please give details of dearness and other allowances, and gratuities paid to workers since the outbreak of the War and state which of these is temporary and which is permanent. Are any conditions attached to the payment of these allowances ?

13. Give details of the wages and earnings of workers who have worked the same number of days in the wage period from..... to..... in the form attached at the end of this Questionnaire.

14. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime ? Are these available to the workers or their representatives for inspection ?

15. What deductions are made from wages ?

16. Is there a Fine Fund ? What is the amount outstanding in it and how is it utilised ? Who is in charge of its disposal ?

17. What are the periods of wage payment for different kinds of workers ? How long after the end of the wage-period are wages paid ?

18. Are there any regular closed days in the month in your concern ? What holidays (other than for festivals, etc.) are given to workers ?

C. WORKING CONDITIONS.

19. How many shifts are worked in your concern ? What is the number of hours of work in each shift and the times of commencement and ending ? What is the total spread-over *i.e.*, the relation between hours worked and hours during which worker is on call ?

20. If any multiple or overlapping shifts are worked, describe their arrangement.

21. State the conditions of ventilation, lighting (natural and artificial), congestion (*i.e.*, floor area per worker), flooring, protection against heat, etc.

22. Are shelters provided for employees during rest intervals ? Give their dimensions, structural details, seating arrangements, etc.

D. WELFARE ACTIVITIES.

23. Give an account of sanitary arrangements, water supply, latrines, urinals, washing and bathing facilities etc., and their distances from the concern. Is cool water supplied in summer ?

If so, state the number of cases treated every day, prevalent diseases, qualifications of doctors in charge, their emoluments, etc. What is the system of medicine ? Can any of the diseases workers suffer from be called occupational in character ? Is there any periodical medical examination of workers ?

25. Is any canteen provided or arrangements made for tea, cold drinks, light refreshments, etc. ? Who runs them and how are profits, if any, utilised ? Describe conditions of contract, if any, and compare sale prices of articles supplied with market prices.

24. Is there any dispensary or hospital for workers and their families ?

26. Do you maintain a *creche* for the benefit of your women workers ?

27. What are the facilities available for the education of adult workers and their children ?

28. Is there a grain shop for workers ? What are the commodities supplied and how do their prices compare with market prices ?

E. HOUSING ACCOMMODATION.

29. Give details of housing provided by the employer with reference to :—

- (a) Proportion of workers housed,
- (b) Rentals,
- (c) Types of houses,
- (d) Congestion,
- (e) Sub-letting, and
- (f) Sanitation and water supply.

30. If workers live in their own houses or in houses provided by private landlords or public bodies, state their condition carefully.

F. TRADE UNIONS AND STRIKES.

31. Have workers formed any trade union ? State membership, monthly subscriptions, etc. Has there been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of agreement, if any.

32. Is there any works committee ? Give its constitution and an account of its activities.

33. Give details of strikes in your concern during the last fifteen years. What were the causes of such strikes and how were they settled ? How far were the demands of the strikers satisfied ?

G. SAFETY ACTS, ETC.

34. Does the concern come under the Factories Act ? If so, are the provisions of the Factories Act complied with ? Give dates of visits of Factory

Inspectors during the past ten years and extracts from the remarks in the Factory Inspection Book.

35. Are the provisions of the following Acts observed in your concern :—

- (1) Electricity Act,
- (2) Payment of Wages Act,
- (3) Workmen's Compensation Act, and
- (4) Maternity Benefit Act.

What action have you taken to acquaint your staff with the provisions of these Acts ?

36. Give the number and nature of cases of occupational diseases reported in the last 10 years. Is there any provision of medical facilities for the treatment of occupational diseases ?

37. State the number of accidents which occurred in 1943. Was any compensation paid ? If so, how much and in how many cases ?

H. INDEBTEDNESS.

38. Are the workers indebted ? Give an idea of the extent of their indebtedness and the causes responsible for the same.

39. What is the usual rate of interest charged from the workers ? What remedial measures have been enforced by the Government to reduce this indebtedness ? How far have they been successful ?

I. GENERAL.

40. Please supply a copy of the Provident Fund rules, if any, *especially* in reference to :—

- (a) Membership,
- (b) Contributions,
- (c) Rate of interest,
- (d) Investment, and
- (e) Conditions of claims on employer's contributions.

41. Give details of pension schemes and gratuities, if any. Please supply a copy of the rules.

PART II.

1. Has there been any case of lead poisoning in the press ? Give details, if possible, and compensation claims paid during the last ten years. How are cases of suspected lead poisoning treated ?

2. Would you consider the gradual loss of eyesight as an occupational disease in the case of *some* of the press workers ? Give reasons for your views in the matter.

3. Would you suggest a six monthly compulsory medical examination of workers in printing presses ?

WAGE FORM FOR AD HOC SURVEYS.

Industry.....

Name of Establishment.....

Location.....

Information relating to the period from..... to.....

Number of days worked by the concern during the above period.....

*Number of days to which wage figures below refer.....

Note:--(i) Figures of earnings should pertain to workers who have worked the same number of days in the period selected. The period selected should *preferably* be a complete calendar month and Supervisors should make every effort to obtain information from different establishments for the same month.

(ii) Average here means the arithmetical average of the wages, gross earnings and net earnings respectively of the largest number of employees in an occupation, selected as having worked for the same number of days.

Name of Occupation.	Number of workers employed in this occupation.	Piece or Time.	Basic Wage earned. (Excluding overtime).			Gross Earnings including basic wages overtime, allowances bonuses, etc.,			Net earnings. (Gross earnings minus deductions).			Remarks.
			Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	
	Men	(a) Piece. (v) Time.										
	Women	(a) Piece. (b) Time.										
	Children	(a) Piece. (b) Time.										

LABOUR INVESTIGATION COMMITTEE

GOVERNMENT OF INDIA



REPORT
ON
LABOUR CONDITIONS
IN POTTERIES

BY
AHMAD MUKHTAR

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA
1945

Price : Rs. 1-4-0 or 2s.

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency, as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making. (29) Mica Splitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P.W.D. (38) Rickshaw Pullers.

3. The main conception on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold, etc., in other industries, such as

textiles, engineering, transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries, such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all the industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff, consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North Western Frontier Province where none of the Industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No survey was undertaken in the Hyderabad State as that State preferred to appoint a Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the committee :—(i) that the Committee, as a whole, to study each industry, (ii) that the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) that each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgments are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

D. V. REGE, *Chairman.*

S. R. DESHPANDE	} <i>Members.</i>
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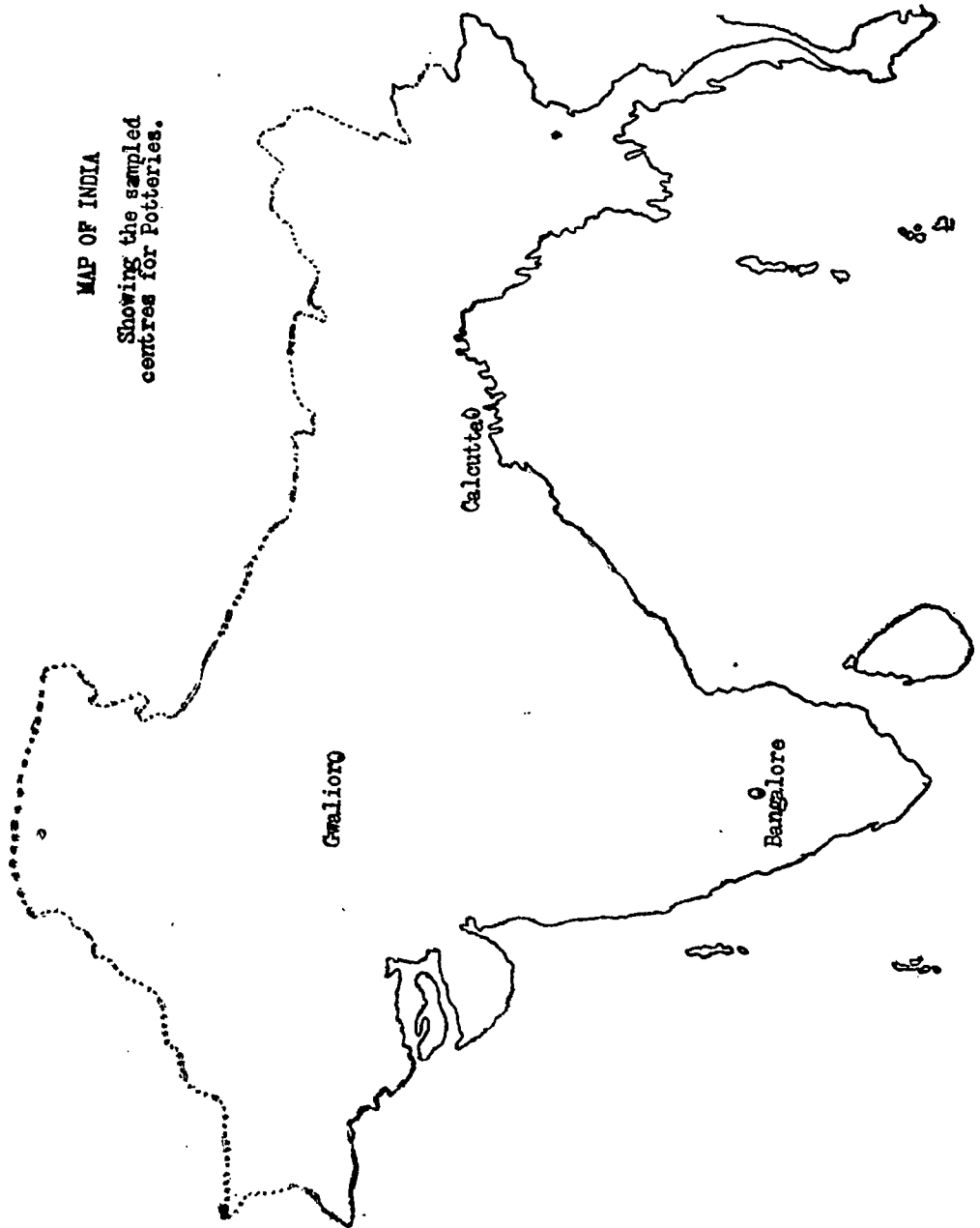
TEJA SINGH SAHNI,

Secretary.

ACKNOWLEDGMENTS

Acknowledgments are due to my Supervisors—Messrs. J. S. Pooniah and H. Rahman—and to my Investigators—Messrs. M. A. M. Rao, A. A. Vasudevan and G. K. Kapur—for their assistance in the collection of data.

(7)



INTRODUCTION

Two classes of pottery-ware were manufactured in India before the war—the old style jars, bowls and plates made mostly in Nagpur, Calcutta, Raniganj and Jubbulpore and the new style crockery produced in Calcutta, Bangalore, Gwalior and Morvi. The industry was, however, facing keen competition from abroad and hence production was at a low ebb.

With the decline in imports of foreign pottery-ware after the war, there was a fillip to Indian industry with the result that the existing concerns increased their equipment and switched over to the manufacture of crockery and even electric insulators. A few new concerns have also sprung up, *e.g.*, the Ceramic Factory at Kundra in Travancore State. The quality of products is, of course, poor, but it is hoped that, as a result of the experiences gained during the war and of possible assistance from the State, there is bound to be improvement in the future.

For an *ad hoc* survey of labour conditions in potteries, three centres were selected—Calcutta, Bangalore and Gwalior. Copies of the Questionnaire were addressed to the managements, labour unions and other interested bodies. The replies, when received, were checked by the Investigators and Supervisors by a direct reference to the factory registers and, in some cases, ultimately by me.

The Report is divided into four Parts. Parts I—III deal with Calcutta, Bangalore and Gwalior respectively and Part IV contains a summary of factual conclusions.

PART I.

CALCUTTA.

(Bengal Province.)

It was in the late seventies of the last century that an attempt was first made to manufacture tiles and fire-bricks in Bengal. This was followed by two similar enterprises, the products of which found a ready market due to the growth of industries and the consequent demand for fire-bricks. Bengal potteries, then called Calcutta Potteries, the first concern in the province to manufacture crockery, was established in 1910 with Indian capital. It was not a successful venture as its products had to compete with better and cheaper foreign goods. Bengal potteries soon fell into a moribund state for lack of protection and, after a few years' dreary existence, went into liquidation. Another attempt to revive it a few years later was equally unsuccessful. In 1934, it passed under another management but it was only when the present war put a stop to foreign competition that the venture proved to be a profitable business proposition.

Another enterprise which was destined to come to grief was Bihar Potteries. It has been revived of late and is located in the coal and fire clay zone. At present, it manufactures only electric insulators for Government, its initial attempt at manufacturing crockery having ended in smoke.

The existing pottery factories in Bengal may be classified in the following main groups :—

(1) Factories manufacturing fire-bricks and tiles, and

(2) factories manufacturing crockery, electric insulators, etc.

In all, there are 9 such units. Of these, 4 fall in the first group and five in the second group. Our *ad hoc* enquiry was confined to the Calcutta industrial area, which comprised the 2nd group covering five units. Three of these were set up after the outbreak of the present war and are now primarily engaged in manufacturing electric insulators. Only one factory, viz. Bengal Potteries, manufactures crockery. The Managing Agents of the concern are of opinion that there is a vast scope for the expansion of this industry in the post-war period, provided necessary protection is given by Government.

Employment.—A comparative study of the expansion of employment from 1939 onwards is not possible, as most of the factories were established after the war. In the strikingly short space of 2 to 3 years, the industry has flourished and promises to have a bright future. The total strength of all the sampled units in the end of 1944 was 3,721.

Apprenticeship.—Most of the occupations in the industry call for skill which can be acquired only through education and experience. As the industry is of a recent growth and as there is an acute shortage of skilled labour, semi-skilled workers have of necessity been taken up on posts, which should have been filled up by properly skilled hands. Again, the percentage of wastage is high and factories turn out goods irrespective of their quality to cope with war orders. If the industry is to compete successfully in future with foreign goods, steps should immediately be taken to increase the skill of the workers and train them up on proper and sound lines.

One of the units started a scheme for the training of apprentices in 1939 but it was discontinued in July, 1943. One reason for its abandonment was that apprentices joined other concerns after the completion of their training. A second unit had a similar scheme of training but, as the allowance given to the trainees was fixed at a miserable level of Rs. 6 per month, it failed to attract more than two apprentices.

Recruitment.—The method of recruitment presents a varied picture. Primary recruitment, when necessary, is made generally at the factory gate. Workers are also advised to bring in their relatives or acquaintances. The recruits are sometimes straightaway appointed on specific jobs. On other occasions, they are kept on trial for a couple of days. In one case, they have to appear before a board. The *sirdars* or commission agents are conspicuous by their absence.

Temporary and Permanent Workers.—In the absence of any security of service, old age benefits and provident fund schemes, the classification of workers into 'permanent' and 'temporary' becomes meaningless. Some concerns classify all their workers as permanent, others classify them as temporary. Only one unit placed its workers into 'temporary' and 'permanent' categories. During the air raids in December 1942, all except 28 workers left and the management gave them what they considered to be a permanent status. They enjoy 15 days' leave with pay in a year. 12 among them get, in addition, festival holidays with pay and the remaining 16 are given free housing accommodation. But, even here, workers do not enjoy any security of service and their services may be terminated without notice. Strictly speaking, they are not better than temporary hands.

Length of service.—An analysis of the length of service of workers in the industry, is given below :—

TABLE I.

Length of service	Unit No. 1.	Unit No. 2	Unit No. 3	Unit No. 4	Unit No. 5	Total	Percentage
0 to 6 months	40	165	485	93	932	1,715	46·09
6 months to 1 year	35	..	..	28	588	651	17·50
1 to 2 years	..	..	127	30	112	269	7·23
2 to 3 years	28	..	..	21	440	489	13·14
3 to 4 years	..	..	..	20	222	242	6·50
4 to 5 years	..	..	..	..	250	250	6·72
5 years and over	..	..	..	..	105	105	2·82
Total	103	165	612	192	2,649	3,721	100·00

These figures indicate that as many as 46·09 per cent. of the workers have less than 6 months' continuous service in the unit they are employed in. The total absence of security of tenure is largely responsible for their migratory character.

Prior to the period of enquiry, women comprised 7% of the total labour force employed in the 5 units surveyed and, in September 1944, the corresponding percentage was 14. Out of the five units surveyed, 4 employ female labour

and, in each case, the increase has been very perceptible. Women, most of whom are Bengalis, are generally employed in the glazing and finishing departments. This increase is symptomatic of the acute shortage of male labour and, with the return to normal times, the number of female labourers is likely to decrease.

Child-workers and adolescents.—A few children worked in the finishing department in one unit though they neither held any ticket nor were their names entered on the muster rolls. Obviously, workers bring in their dependants to work in the factory on some tips. This is a violation of the Factories Act and the Employment of Children Act.

In one unit, only 32 adolescents are employed. In another sampled unit, which is run under Government supervision at present, the adolescents are medically examined by the certifying surgeon prior to their appointment. They are generally employed as helpers in the Glazing and Finishing Departments. The Manager stated that they are given employment not so much because they are short of labour but because they are related to their workers, and their earnings would be a welcome addition to the meagre income of their families.

Time-rated and piece-rated workers.—The following table gives the total number of workers employed in the five units surveyed as also the proportion of those on time and piece rates :—

TABLE II.
Showing time-rated and piece-rated workers.

Serial No. of the factory	Time-rated	Percentage to the total	Piece-rated	Percentage to the total	Total
1.	103	100	Nil	Nil	103
2.	482	79	130	21	612
3.	2,224	84	425	16	2,649
4.	131	79	34	21	165
5.	188	98	4	2	192
Total	3,128	84	593	16%	3,721

It will be evident from this table that the number of piece-rate workers is 593 or 16 per cent. of the total. Generally, those in the Glazing and Pressing Departments are on piece-rates and not an insignificant number of them are females. Of late, there has been an increase in the number of piece-workers in the industry and as their earnings are generally higher than those of the timers in the same category, it is possible that the number in the former category may increase still more in future.

Contract Labour.—There is no contract labour in the industry.

Absenteeism.—From the table given below, it will be apparent that absenteeism figures show a decrease in 1943 on those of the previous year. This can only be explained by the fact that famine conditions in 1943 compelled workers to attend the factories regularly. Nowhere has any attempt been made by employers to classify absenteeism figures according to causes. It is however stated that the main cause of absenteeism is illness. An interesting fact which came to notice was that the workers generally absented themselves on Mondays and the day following the pay day. The table below shows absenteeism in 3 out of the 5 units surveyed :—

TABLE III.

							Unit No. 1	Unit No. 2	Unit No. 3
January—									
1942	..	..	..	..	..	..	21.9	16.1	
1943	..	..	..	..	..	..	8.9	11.2	5.0
February—									
1942	..	..	..	..	..	..	11.2	17.0	
1943	..	..	..	..	..	..	9.5	9.3	4.9
March—									
1942	..	..	..	..	..	..	10.3	18.0	
1943	..	..	..	..	..	..	7.7	8.0	4.8
April—									
1942	..	..	..	..	..	..	23.6	18.1	
1943	..	..	..	..	..	..	19.0	8.2	5.4
May—									
1942	..	..	..	..	..	..	22.3	17.4	
1943	..	..	..	..	..	..	14.1	9.4	4.9
June—									
1942	..	..	..	..	..	..	22.0	13.1	
1943	..	..	..	..	..	..	13.6	7.2	4.8
July—									
1942	..	..	..	..	..	..	14.8	11.5	
1943	..	..	..	..	..	..	18.5	6.5	5.3
August—									
1942	..	..	..	..	..	..	18.1	12.5	
1943	..	..	..	..	..	..	20.8	6.7	4.8
September—									
1942	..	..	..	..	..	..	13.1	12.7	
1943	..	..	..	..	..	..	19.5	8.3	5.4
October—									
1942	..	..	..	..	..	..	10.5	11.3	
1943	..	..	..	..	..	..	10.2	8.4	5.5
November—									
1942	..	..	..	..	..	..	11.3	11.7	
1943	..	..	..	..	..	..	17.8	9.0	4.9
December—									
1942	..	..	..	..	..	..	7.8	10.4	
1943	..	..	..	..	..	..	7.6	9.2	4.8

Labour turnover.—The collection of statistics of turnover was very difficult due to frequent changes, almost from month to month, in the muster number of workers. No record of dismissal, discharge and voluntary quits has been maintained in any of the five units surveyed. Generally speaking, the rate of turnover is higher in new and small concerns than in old and big concerns. This may be due to the fact that workers feel a greater security of service in the bigger concerns than in the smaller ones. On the whole, the turnover figure in the industry is slightly higher than that in other established industries because of the absence of security of service, old age benefits, provident fund schemes, etc. Workers are tempted to move from one concern to another whenever higher rates of wages are offered to them. One concern complained that a rival unit which, like all others, experienced acute shortage of labour early in 1943, offered slightly higher rates of wages to their men and induced them to go over to their side.

The following table gives figures for labour turnover in respect of three units. It may be noted that turnover was higher in 1942 than in 1943 because of the exodus of workers due to Japanese bombing in December.

TABLE IV.
Showing turnover in percentages.

							Unit No. 1	Unit No. 2	Unit No. 3
January—									
1942	..	..	..	..	..	..	25.8	15.2	.. *
1943	..	..	..	..	..	..	13.3	5.9	1.9
February—									
1942	..	..	..	..	..	..	13.9	13.2	..
1943	..	..	..	..	..	..	9.8	3.4	2.4
March—									
1942	..	..	..	..	..	..	21.3	5.9	..
1943	..	..	..	..	..	..	8.1	4.2	2.4
April—									
1942	..	..	..	..	..	..	58.0	8.2	..
1943	..	..	..	..	..	..	8.3	3.8	2.6
May—									
1942	..	..	..	..	..	..	58.1	9.4	..
1943	..	..	..	..	..	..	13.3	2.4	0.9
June—									
1942	..	..	..	..	..	..	45.0	7.7	..
1943	..	..	..	..	..	..	7.8	..	1.8
July—									
1942	..	..	..	..	..	..	26.1	5.2	..
1943	..	..	..	..	..	..	33.3	2.0	1.9
August—									
1942	..	..	..	..	..	..	16.4	3.4	..
1943	..	..	..	..	..	..	16.9	2.1	0.3
September—									
1942	..	..	..	..	..	..	11.2	2.3	..
1943	..	..	..	..	..	..	15.7	..	1.5
October—									
1942	..	..	..	..	..	..	23.8	..	..
1943	..	..	..	..	..	..	21.0	3.5	1.1
November—									
1942	..	..	..	..	..	..	10.1	4.3	..
1943	..	..	..	..	..	..	15.0	3.4	1.0
December—									
1942	..	..	..	..	..	..	20.3	2.0	..
1943	..	..	..	..	..	..	25.0	..	0.9
Yearly Average—									
1942	..	..	..	..	..	..	26.9	5.7	..
1943	..	..	..	..	..	..	15.8	2.5	1.5

Standing orders and labour officers.—Only two units in the Industry employ labour officers. In other concerns, the managers themselves look into the grievances of workers in addition to their normal administrative work. It is, undoubtedly, an unsatisfactory position.

There are no Standing Orders in any of the sampled units. Each case is treated on its merit. Obviously, this is too flexible an arrangement and it can certainly lead to much discontent. It should be remembered that, though the managers are supposed to be solely in charge of appointments and dismissals, it is the sectional foreman who passes the actual orders. In the absence of any standard rules for guidance, uniformity in the procedure can hardly be obtained.

* Figures for 1942 not available.

Wages and Earnings.—Wage fixation.—Wage rates have not been determined on any fixed principle. Most of the units under survey have been established after the outbreak of the present war. As the expansion was sudden, the new units had to draw upon old and experienced hands in other factories. In such cases, the wages offered had naturally to be relatively high enough to attract them. This will be obvious from an examination of wage rates in the same category in the same unit. One worker may get as much as Rs. 80 per month, while the rest of the workers may be drawing Rs. 35 each only. Barring these few *key* workers in each of the units, the rest have generally been taken in as unskilled hands, their rate of pay being determined by the remuneration of similar workers in other industrial units in the same region. It will be seen that, whereas the sampled units employed unskilled workers in 1941-42 and even in 1943 on 10 annas to 12 annas per day, the rate at present varies between Re. 1 and Rs. 1¼. This increase in wages has been due to increased demand for this type of labour for various military needs. The result was that the rates of old unskilled workers had also to be increased to bring them at par with those of the new recruits. In a way, therefore, some standardisation has been obtained in the wages of this category of workers under the stress of circumstances.

In the absence of any standard scale of pay for various occupations in the industry, the wages of semi-skilled workers present a chaotic picture. Here, too, such wages have been offered as would hold these workers at their jobs. These of necessity have varied from person to person. It must be mentioned here that most of the semi-skilled workers, who have risen from the ranks, have been entrusted with work which, under normal circumstances, could have been left to skilled hands only, because the primary concern of the industry today is output and not quality.

Generally speaking, there has been an up-grading in basic wages of unskilled workers within a year and a half to the extent of about 25 per cent. In the case of skilled and semi-skilled workers also, there has been some increase in basic wages though not on a uniform scale. Three units granted increases in wages varying from 8 per cent. to 20 per cent., though, in individual cases, there has been a more than 50 per cent. increase. The increase in basic wages has generally been granted in cases where dearness allowance has not been paid.

Dearness and other Allowances.—Strictly speaking, dearness allowance, as such, is paid only by one factory. Three units pay no dearness allowance, as they have granted increases in wages from time to time keeping in view, it is stated, the increase in the cost of living. One unit stated that they granted dearness allowance on different scales varying from Rs. 8 to Rs. 12 per month. The examination of the wage registers also substantiated the statement, but one curious thing is that there is no uniformity in the payment of this allowance, even for the workers in the same occupation and earning the same rate of wages. Nor are the workers aware of the fact that any dearness allowance is being given to them. It is apparent that what is termed as dearness allowance was initially granted as an increase in wages but later split up into basic wages and dearness allowance so that, with the return of normal times, the latter may be decreased and even abolished.

The concerns which have granted increase in wages now feel that it will be perilously difficult to impose wage cuts in future when the cost of living goes down. There is only one unit which has allowed increase in wages in addition to a dearness allowance at the rate of 20 per cent. of the basic wages earned.

On the whole, it appears that no concern has made any attempt to approach the problem of the rise in the cost of living from any scientific angle. A half-hearted attempt has been made to increase the earnings of the workers, mostly by granting increases in basic wages, the maximum increase on the earnings of 1939 being 28 per cent., which falls lamentably short of the increase warranted by the cost of living indices. Moreover, nothing has been done to ease the hard lot of these workers by supplementing their inadequate dearness allowance by supplying foodgrains at concessional rates.

Bonuses.—The system of paying annual or profit bonus is generally absent. Only one firm pays one month's wages as bonus which is tagged on to attendance. The employers in question do not treat it as a temporary wartime measure.

Fines and Deductions.—Fines and deductions are made in one unit only. Fines here are imposed for late attendance but there is no fine fund as it is alleged by the employers that the amounts realised are refunded to the workers concerned after they show some improvement. Workers, when questioned, did not substantiate this statement.

Wage payment and waiting period.—In the matter of payment of wages, workers can be broadly classified into two categories : (a) skilled workers and the supervisory staff, who are on monthly rates of wages are paid monthly and (b) semi-skilled and unskilled workers who are on a daily rate of wages are paid weekly or fortnightly. This was generally the state of affairs prior to 1943. In some firms at present all workers are paid fortnightly and/or weekly. The latter system came into being in consequence of an appeal from workers who found their short-term credit by shopkeepers stopped after the bombing of December 1942.

The waiting period varies from 5 to 7 days. No complaints were made by any of the workers during the enquiry about delay in payment of wages.

The daily rated workers, i.e., the semi-skilled and un-skilled hands, do not get pay for non-working days while the monthly-rated men, usually superior class of workmen and supervisors, enjoy them as paid holidays. Only one concern does not make this invidious distinction. It has all its workmen on monthly wages.

In the matter of festivals, too, some distinction is made between monthly-rated and daily-rated workers. While the former enjoy generally all the festival holidays varying from 7 to 15 days in a year with pay, the latter are not paid for any of the festival holidays or are paid for a much smaller number of days.

Leave with pay, or 'earned leave', is totally absent in all concerns except one where the facility has been extended to 28 workmen whom the Company considers to be of a permanent status. They enjoy 15 days' leave with pay in a year. Even among them, a distinction has been made between the 12 highly skilled men holding key positions and the rest who are less skilled. Whereas the former are given the added privilege of festival holidays with pay, the 16 other permanent hands on daily rates of wages do not get it at all.

It has been seen that, due to the large percentage of upcountry labour employed by them, one unit has introduced a system similar to that of the jute mills granting long leave for 2 months without pay. This is done with a view to enable workers to go home to attend to agriculture. Looking at the industry as a whole, it may be said that leave facilities with pay enjoyed by the general body of workers are inadequate.

Hours of work, shifts and overtime.—No overlapping shifts are worked in any of the units under survey. Generally, 4 shifts are worked of which three shifts consist of 8 hours each and the 4th—the general shift—consists of 9 hours. The 3 shift workers mentioned above get a holiday after a fortnight while the general shift workers get a rest day after 6 days' work. The spread-over in no case exceeds 10 hours.

Overtime.—Overtime is, as a rule, not worked but, where it is worked, separate overtime registers are maintained except in the case of one unit where, curiously enough, overtime wages are paid immediately after the conclusion of the work. As a rule, overtime wages are calculated according to the rules prescribed under the Factories Act but one unit stated that, for the calculation of overtime, the basis is that wages for 9 hours are paid for 6 hours of actual overtime work. This may be a contravention of the provisions of the Factories Act but, as no record of overtime work is maintained, it was not possible to check up the wages paid in relation to hours worked.

In one factory, some workers complained that they were made to work overtime but not paid any extra wages. A complaint was also received that workers in the same concern had to work occasionally on Sundays without any compensatory rest day in the following week or enhanced wages.

It is theoretically possible for a worker to examine the overtime register, but, due to illiteracy and fear of incurring the displeasure of the management, it is doubtful if any workers have had a look at such registers.

Analysis of wages and earnings.—Data of wages and earnings were collected from all the five sampled units. The following statement gives the relevant details of this enquiry.

TABLE V.

Code no. of factory.	Wage period.				No. of days.	No. of workers.	No. of samples taken.
1	1-10-44—15-10-44	..	..	..	12	265	102
2	16-10-44—31-10-44	..	..	..	14	124	124
3	18-10-44— 1-11-44	..	..	..	13	277	131
4	1-10-44—15-10-44	..	..	..	12	58	58
5	18-12-44—24-12-44	..	..	..	6	79	59
Total					57	803	474 (58%)

In four factories the wage period is fortnightly and relates to the month of October 1944. In the last unit, the wage period is weekly and relates to December 1944. In the first unit, basic wages constitute net earnings. No allowance or any other cash payment figures in the constitution of net earnings. In other factories net earnings are higher than basic wages in varying degree. Frequency tables of wages and earnings are given below :—

TABLE VI.

Showing average daily wages (not including allowances etc.)

Wage groups.	Men.		Women.		Children.		Total.		All.	% to total.
	Piece.	Time.	Piece.	Time.	Piece.	Time.	Piece.	Time.		
6 As. but less than 8 annas ..	..	..	..	..	..	..	..	..	..	..
8 As. but less than 10 annas ..	..	..	35	..	9	..	..	..	44	44 5.5
10 As. but less than 12 annas ..	..	..	41	..	11	..	..	..	52	52 6.5
12 As. but less than 14 annas ..	..	..	92	..	..	..	..	..	92	92 11.4
14 As. but less than Re. 1 ..	..	..	69	..	12	..	..	..	81	81 10.1
Re. 1 but less than Rs. 1-2-0 ..	..	..	58	..	..	..	..	..	58	58 7.2
Rs. 1-2-0 but less than Rs. 1-4-0 ..	..	..	202	..	..	..	..	..	202	202 25.2
Rs. 1-4-0 but less than Rs. 1-8-0 ..	..	..	98	..	..	..	..	..	98	98 12.2
Rs. 1-8-0 but less than Rs. 1-12-0 ..	..	..	4	93	..	..	..	4	93	97 12.1
Rs. 1-12-0 but less than Rs. 2 ..	..	..	8	12	..	..	..	8	12	20 2.5
Over Rs. 2 ..	..	..	17	42	..	..	..	17	42	59 7.3
Total	..	29	742	..	32	..	..	29	774	803 100

TABLE VII.

Showing average daily net earnings (including allowances etc.)

Earning Groups.	Men.		Women.		Total.		All.	% to total.
	Piece.	Time.	Piece.	Time.	Piece.	Time.		
Less than 8 annas ..	..	..	..	..	..	..	..	..
8 annas but less than 12 annas ..	..	..	..	9	..	9	9	1.1
12 annas but less than Re. 1 ..	..	..	88	..	16	..	104	104 12.9
Re. 1 but less than Rs. 1-4-0 ..	..	..	230	..	7	..	237	237 29.5
Rs. 1-4-0 but less than Rs. 1-8-0 ..	..	..	211	..	..	..	211	211 26.3
Rs. 1-8-0 but less than Rs. 1-12-0 ..	..	4	108	..	..	4	108	112 14.0
Rs. 1-12-0 but less than Rs. 2 ..	..	4	27	..	..	4	27	31 3.9
Rs. 2 but less than Rs. 2-4-0 ..	..	4	32	..	..	4	32	36 4.5
Rs. 2-4-0 but less than Rs. 2-8-0 ..	..	..	38	..	..	..	38	38 4.7
Over Rs. 2-8-0 ..	..	17	8	..	..	17	8	25 3.1
Total	..	29	742	..	32	29	774	803 100.0

In respect of wages, the modal group is Rs. 1|2|- to Rs. 1|4|- comprising 25.2 per cent. of workers. 40.7 per cent. of workers are however below the modal group, and another 34.1 per cent. above it.

The minimum wage is 8 annas. In respect of net earnings, the modal group is 'Re. 1 but less than Rs. 1|4|-' comprising 29.5 per cent. of workers. The next higher group, 'Rs. 1|4|-' but less than Rs. 1|8|-', is slightly less than the modal group and comprises 26.3 per cent. of workers.

Cumulative frequencies are as under.—

TABLE VIII.

					Basic wages.	Net earnings.
Less than 8 annas	..	..	--	--	Nil	Nil
Less than 12 annas	..	--	--	--	12.0%	1.1%
Less than Re. 1	..	--	--	--	33.5%	14.0%
Less than Rs. 1-4-0	..	--	--	--	65.9%	43.5%
Less than Rs. 1-8-0	..	..	--	--	78.1%	69.8%
Less than Rs. 1-12-0	..	--	--	--	90.2%	83.0%
Less than Rs. 2-0-0	..	--	--	--	92.7%	86.9%

Thus, average daily net earnings tend to be higher than average daily basic wages by approximately 4 annas.

Welfare work.—The absence of any planned arrangement for sanitation is a regular feature even in the big potteries—not to speak of the smaller ones where this urgent problem is dealt with in a deplorable manner.

The same condition holds so far as latrines and urinals are concerned, provisions for which are awfully inadequate. In one unit, latrines are situated outside the compound and, in another, the workers go to the neighbouring open spaces as the factory latrines are not provided with doors. The inconvenience caused in this way and the amount of time wasted cannot escape one's notice.

All factories employing more than 100 workers maintain a tube well in each case. The minor potteries possess tanks where bathing and washing are done by the workers. One of the potteries gives no such facilities. In no case, cool water is supplied on any account.

It appears from the above that the sanitary and other allied welfare arrangements which were effected with the establishment of these concerns have not been improved upon with their expansion.

Medical facilities.—Only three factories have dispensaries where medicines are supplied free. The attending physicians are generally L.M.F.'s with a solitary exception of one M.B. in one unit. The physicians are mostly part-timers and their pay varies from Rs. 10 to Rs. 215 p.m. Malaria is said to be the prevalent disease. My enquiry reveals that the Bengal Potteries distributed free medicines to nearly 713 cases and administered injections to 97 cases in the course of five days in October last to workers suffering from malaria. As there is no periodical examination of workers, no occupational disease could be found out.

Canteens.—There are no canteens in any of these undertakings. In one pottery only, a canteen was started which had to be closed down after 2 months of its inception owing to its unpopularity among the workers; the main causes being the high cost and the bad quality of articles supplied.

Creches.—Creches are non-existent in any of the factories surveyed, though the percentage of women workers is not negligible in any of the concerns.

Grain shops.—Only three factories maintain grain shops of their own. The commodities which are usually supplied at Government controlled rates are rice, flour, pulses, salt, sugar, etc. Mustard oil is occasionally given.

Housing accommodation.—Housing facilities are offered by only two factories and the quarters, which are supplied to 19 per cent. of the workers, are rent-free. The quarters are of barrack types, the walls of which are made of mud and the roofs are either tiled or of asbestos sheets. The rooms generally accommodate 4-5 persons. Supervisors and upper grade workers are provided with pucca rooms. Workers, who are not housed by the employers, live in *bustees*, the ugly conditions of which have already been referred to in my report on rickshaw pullers.

Labour Acts.—Little or no attempt has been made by the employers to acquaint workers with their rights and privileges under various labour Acts beyond the displaying of some extracts from the same. Most of the workers examined during the enquiry showed an utter ignorance of their rights and privileges under all the labour Acts. Trade unions, which might have educated the workers on the subject, are non-existent. Violation of Factories Act in respect of rest days, overtime work and overtime wages has been noticed. Maternity benefits have not been paid on the plea that claims have not been preferred. In one factory, the manager admitted that a case had occurred but no payment was made as the worker in question did not turn up. Neither the supervisory staff nor the workers in question were aware of the provisions of this Act.

Working conditions.—The condition of work in the grinding rooms in all factories is deplorable. Work in the grinding house or the mixing room without masks is bound to lead to silicosis. Felspar, quartz and kaolin are milled into very fine powder in grinding machines and the air is thick with fine particles of these minerals. On the day of the enquiry, workers were advised beforehand in one unit to cover their noses with rags. The fact was duly ascertained from the workers themselves.

Safety devices, like guarding of machinery, etc., are widely disregarded. It is astonishing how unguarded driving belts and high power electric motors escaped the notice of the inspectors of factories who are reported to have visited most of the concerns only recently.

Civil condition.—Out of 558 samples selected at random from all the units surveyed, the Bengalees form 48.9 per cent. of the total. Of these, 17.9 per cent. are Caste Hindus, 16.3 per cent. belong to Scheduled Castes and the remaining 14.7 per cent. are Muslims. Nearly 31.2 per cent. of the total samples migrated from Bihar, of these about 23.8 per cent. come from Scheduled Castes only. Oriya samples comprise 13.6 per cent., of which 10.2 per cent. were, like the Beharis, of Scheduled Castes. The table on page 13 gives relevant details.

TABLE IX.

Community.	ACTUAL NUMBER.										PERCENTAGE TO TOTAL.							
	Bengal.		Bihar.		U.P.		Orissa.		Other Provinces.		Bengal.	Bihar.	U.P.	Orissa.	Other Provinces.	Total.		
	Male.	Fe- male.	Male.	Fe- male.	Male.	Fe- male.	Male.	Fe- male.	Male.	Fe- male.								
Caste Hindus ..	97	3	26	..	6	..	19	..	2	..	150	3	17.9	4.7	1.1	3.4	0.4	27.4
Scheduled Castes ..	74	17	132	1	23	..	55	2	..	..	284	20	16.3	23.8	4.1	10.2	..	54.5
Muslims ..	60	13	15	..	4	..	..	..	..	..	88	13	14.7	2.7	0.7	..	..	18.1
Others ..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	240	33	173	1	33	..	74	2	2	..	522	36	48.9	31.2	5.9	13.6	0.4	100.0
	273		174		33		76		2		568							

As most of the factories sprang up after the outbreak of the war, nearly 67.6 per cent. of the samples migrated after 1940. Among the rest, 17 per cent. migrated during the period 1936—40. The table below gives the migration figures and the years mentioned therein refer to the years when the samples first came to Bengal.

TABLE X.

Year.	ACTUAL NUMBER.					PERCENTAGE TO TOTAL.				
	Bihar.	U.P.	Orissa.	Other Provinces.	Total.	Bihar.	U.P.	Orissa.	Other Provinces.	Total.
1900—10	1	..	..	..	1	0.4	..	..	..	0.4
1911—20	2	..	3	..	5	0.7	..	1.1	..	1.8
1921—30	6	..	3	..	9	2.1	..	1.1	..	3.2
1931—35	14	2	12	..	28	4.9	0.7	4.2	..	9.8
1936—40	31	9	8	1	49	10.9	3.2	2.8	0.3	17.2
1941	14	2	5	..	21	4.9	0.7	1.8	..	7.3
1942	25	4	6	1	36	8.8	1.4	2.1	0.3	12.6
1943	24	5	6	..	35	8.4	1.8	2.1	..	12.3
1944	57	11	33	..	101	20.0	3.9	11.6	..	35.4
Total ..	174	33	76	2	285	61.1	11.6	26.7	0.6	100.0

Of the total samples surveyed, 73.3 per cent. were found to be married and the rest 26.7 per cent. unmarried. Whether married or unmarried, living singly or with family, most of the workers have to maintain a number of dependants either partially or wholly. 17.9 per cent. of the samples were found to have no dependants. The following table shows the distribution of samples by number of dependants :—

TABLE XI.

No. of dependants.					Distribution of samples.	Percentage to the total.
0	..	..	..	..	100	17.92
1	..	..	..	..	151	27.06
2	..	..	..	..	126	22.58
3	..	..	..	..	107	19.18
4	..	..	..	..	29	5.20
5 and above ..	..	..	..	..	45	8.06
Total ..					558	100.00

Income and expenditure.—It has been found that, while the average monthly income of a 'single' man comes to about Rs. 27.20 and that of a 'family' about Rs. 59.35, the combined income is only Rs. 34.46. The samples surveyed had no other subsidiary income.

Due to the high cost of living, the major portion of a worker's earnings is spent on food. 'Single' workers remit about 23.16 per cent. of their earnings to their dependants at home. Workers living with family also bear the cost of maintenance of dependants living away and this comes

to about 10.50 per cent. of their total expenditure. The importance of other groups of expenditure may be seen from the table below :—

TABLE XII.

Items of expenditure.	ACTUAL IN RUPEES.			PERCENTAGE.		
	Single.	Family.	Combined.	Single.	Family.	Combined.
No. of budgets	432	126	558			
Food	16.32	46.30	23.09	52.78	66.31	58.14
Fuel and Lighting	1.38	5.25	2.25	4.46	7.52	5.67
Clothing	1.50	3.52	1.96	4.85	5.04	4.94
House Rent	0.75	2.69	1.19	2.43	3.85	3.00
Miscellaneous	3.81	4.73	4.02	12.32	6.78	10.12
Remittance	7.16	7.33	7.20	23.16	10.50	18.1
Total	30.92	69.82	39.71	100.00	100.00	100.00

Indebtedness.—The majority of the Pottery workers are over head and ears in debt. Most of them are indebted to an extent of 3 or 4 times their monthly earnings. It was revealed that 348, out of 558 samples, i.e. about 62.4 per cent., were running an average debt of Rs. 137.91 per head. The following table illustrates the distribution of debtors and the amount outstanding at present according to rate of interest :—

TABLE XIII.

Rate of interest per month.	No. of cases.	Average amount outstanding per head. (in rupees).	Percentage to total debtors.
0—2 %	98	59.90	28.2
2—4 %	60	136.39	17.2
4—6 %	2	237.50	0.6
6—8 %	132	70.74	37.9
8—10%	6	105.00	1.7
10—12%	..	..	..
12 and above	50	76.77	14.4
Total	348	88.00	100.0

Nearly 16 per cent. of the total debtors had to pay interest to the extent of 100 per cent. per annum. Higher interest rates were also noticed. Those paying 144 per cent. or more form 14 per cent. of the total debtors. The inordinately high rates of interest varying between 84 per cent. and 185 per cent. per annum, were charged by unscrupulous money lenders like village mahajans and pathans.

Causes and sources of indebtedness.—The main causes of indebtedness are :—

- (1) insufficiency of earnings, and
- (2) emergencies, like marriage, death, illness, etc.

The bulk of the samples (nearly 49 per cent.) incurred debt in order to meet the deficit of earnings which was due to high cost of living and famine conditions prevailing in 1943. Insufficiency of earnings has resulted in under-nourishment and a consequent increased incidence of diseases. The cumulative result has been that workers had to incur large debts to meet the emergent expenditure on illness. This is borne out by the Table below which shows that 22.2 per cent. of the debtors incurred loans on this account. With suitable and adequate medical arrangements by employers, it would have been easier for the workers to avoid this expenditure to a great extent.

TABLE XIV.

Sources.	Marriage.			Sickness.			Death.			Insufficiency of earnings.			Others.			Total.			Percentage to total No. of cases.
	No. of cases.	Principal.	Rate of interest per cent. per month.	No. of cases.	Principal.	Rate of interest per cent. per month.	No. of cases.	Principal.	Rate of interest per cent. per month.	No. of cases.	Principal.	Rate of interest per cent. per month.	No. of cases.	Principal.	Rate of interest per cent. per month.	No. of cases.	Principal.	Rate of interest per cent. per month.	
Mahajan ..	47	35.13	5.61	55	68.03	6.44	38	36.63	6.19	98	55.04	6.53	8	397.50	8.28	246	79.71	6.67	58.0
Friends & relatives ..	13	92.34	2.37	36	34.91	3.78	8	85.50	1.41	92	46.49	1.66	5	507.50	N2	143	62.12	1.84	34.9
Pathans ..	1	20.00	25.00	7	78.33	11.87	1	30.00	12.50	7	65.60	12.34	..	..	..	16	65.83	15.43	3.8
Other sources ..	1	90.00	34	2	85.00	2.07	..	..	..	11	64.38	2.47	..	..	..	14	69.15	1.51	3.3
Total ..	62	35.67	8.25	94	58.59	6.04	47	85.23	6.70	208	49.43	5.83	13	439.81	4.14	424	72.70	5.14	100.0
Percentage to total number of cases.	14.6			22.2			11.1			49.0			3.1			100.0			

The insufficiency of earnings, as stated above, is mainly due to a large number of dependants the workers have to support. The workers maintaining as many as 5 or more dependants have also been found in course of the enquiry. The following table sets forth the extent of indebtedness due to dependants.

TABLE XV.

No. of dependants.				No. of debtors.	Average amount outstanding per head (in rupees).	Rate of interest per month.	Percentage to total debtors.
Nil	..	..	..	41	65.06	3.66	11.8
1	..	..	..	82	76.56	5.03	23.6
2	..	..	..	76	62.07	4.12	21.8
3	..	..	..	63	95.57	5.52	18.1
4	..	..	..	37	66.50	3.90	10.6
5 and above	..	..	..	49	127.50	8.25	14.1
Total				348	82.21	5.08	100.0

Literacy.—Many of the workers are skilled and semi-skilled. The percentage of literacy is therefore higher than that in other industries. Nearly 30 per cent. of the total samples surveyed were found to be literate.

PART II.

BANGALORE.

(Mysorsre State.)

Two pottery factories—one situated in Bangalore and the other in an outlying village at a distance of about 12 miles from the city—were selected for an *ad-hoc* survey of labour conditions in the potteries of South India.

Employment.—From the statistics of employment for 1939 and 1944 given in the following table, it is apparent that there has been an increase in the latter year as compared with the former in the first unit and a decrease in the second unit.

TABLE XVI.

Showing employment in 1939 and 1944 (Figures within brackets indicate percentages to the total of each unit).

Serial Number of Unit.				August 1939.			January 1944.		
				Men.	Women.	Total.	Men.	Women.	Total.
1	..	..	..	161 (94.7)	9 (5.3)	170 (100.0)	455 (91.4)	43 (8.6)	498 (100.0)
2	..	..	..	248 (85.8)	41 (14.2)	289 (100.0)	206 (77.7)	59 (22.3)	265 (100.0)
Total				409 (89.1)	50 (10.9)	459 (100.0)	661 (86.6)	102 (13.4)	763 (100.0)

The reasons for such a divergent trend in respect of employment in these two units are as follows :—

The first unit—a State-owned and State-managed concern—is well equipped with modern plant and research laboratories, and has to a great extent switched over, since the outbreak of the present war, from the making of pottery to the manufacture of all kinds of “ high and low tension insulators as well as high tension bushings”, etc., required for transformers and other electrical apparatus, for which there is a great demand, owing to a fall in the imports of these materials from abroad.

The second unit is a private concern subsidised by the State, and is equipped only for the manufacture of simple household porcelain-ware as well as stoneware pipes. Unfortunately, the fall in civilian house construction due to war and the increased cost of transport charges due to enhancement of railway freight have curtailed the demand for stoneware pipes. With regard to the manufacture of porcelain-ware, the unit is said to be facing competition from similar units in Travancore in the South and Gwalior in the North, which enjoy certain advantages of favourable location from the point of view of raw materials and the distribution of the manufactured products in their respective local markets. Moreover, this unit on account of shortage of coal, has also been compelled to curtail its production. Lastly, there has been a large diversion of male labour to several military works in the area, including a large-scale military hospital in the very neighbourhood of this factory.

Women labour.—The diversion of male labour into military works is reflected clearly in the increase of women labour in both the factories under reference. From the data in Table XVI it can be seen that the percentage increase of women labour in 1944 as compared with 1939 is 3.3 in the first unit and 9.1 in the second unit.

Contract labour.—There is no contract labour in any form in any unit.

Classification of workers.—None of the units has introduced the principle of permanency of service for its workers. Workers are classified only as monthly-rated, daily-rated and casual, according to the basis of calculating their wages. Monthly-rated workers are paid for the whole month, irrespective of the number of days worked by the concern unlike daily-rated workers who are entitled to wages only for the actual number of days worked by them. Casual labour is engaged only, as and when required, and its wages are, as a rule, paid at the close of each working day.

Apprenticeship.—There is no well-recognised system of apprenticeship in either of the two concerns, though in the first one, facilities are given for training 2 candidates every year in the higher branches of manufacture, provided they pay a fee of Rs. 300 each per annum. The trained candidates are not entertained in the factory, unless there are vacancies. If absorbed, the period of apprenticeship does not count towards total service.

Promotion.—There is no regular system of promotion—graded or time-scale—in both the units, though increments are given at the end of each year on the basis of length of service, experience and efficiency of each worker. The increments rest entirely at the discretion of the managements concerned and vary from half an anna to four annas per day. Workers allege that partiality and favouritism are shown in the matter of increments, particularly to the members of the Brahman community.

Length of service.—Service records of operatives were available only in the case of the first unit, and are given below in Table XVII. They show that

only 9.1 per cent. of workers had been in the service of the concern for more than 10 years, though it had started manufacturing operations in 1932. Even after making due allowances for the expansion of business in recent years and the consequent employment of fresh recruits, it is seen that workers with a service of 5 to 10 years numbered only 47 (9.5 per cent.).

TABLE XVII.

Showing length of service of workers in the first unit as on the date of enquiry.

Serial No.	Period of service in years.	Total number Employed.	Percentage of each category of workers to the total number of workers.
1	Up to 1 year	183	37.0
2	1 to 5 years	220	44.4
3	5 to 10 years	47	9.5
4	Over 10 years	45	9.1
Total		495	100.0

Labour turnover.—There was no case of retirement of workers in either of the two factories. According to the statement of the manager of the first unit, there were no dismissals either in August 1939 or January 1944—for which alone statistics could be furnished by him, though workers questioned complained of dismissals or discharges as being one of the causes of labour turnover. In the second unit, also, there were no records of dismissal or discharge.

On the other hand, a number of workers in both the units had left the service of the concerns voluntarily in January 1944 (the period for which these statistics were collected from the attendance registers)—30 (or 6.0 per cent.) in the first and 14 (or 5.3 per cent.) in the second. The reason for this turnover, as explained already, is the diversion of labour to other factories and military works, particularly the latter, where higher wages are paid. So far, no attempt has been made by either of the two units to arrest labour turnover by any programme of housing accommodation or welfare activities.

Absenteeism.—Statistics of absenteeism were not maintained in the two units. The following data collected from the attendance registers show that absenteeism increased to a great extent in both the units in 1944 as compared with the earlier years.

TABLE XVIII.

Serial number of unit.	Period for which statistics are collected.	Total number of man-days worked.	Number of absentees.	Percentage of absenteeism.
1	(a) Aug. 1939	4,590	266	5.8
	(b) 1st July 1943 to 30th June 1944	150,146	30,387	20.2
2	(a) Aug. 1942	8,008	1,510	1.9
	(b) Aug. 1944	6,890	1,888	27.4

The main reason for absenteeism is diversion of labourers as casual or daily coolies in the various military establishments in the neighbourhood of the factories.

Recruitment.—In spite of a fair percentage of turnover and absenteeism, there is no difficulty in recruiting labour. This shows that a large volume of surplus labour is available for employment. The first unit draws a portion of its labour supply from a recently started Employment Exchange.

Labour officer.—There is no labour officer in either of the two units.

Standing orders.—There are well-defined standing orders governing the relationship between the employer and the employee in both the units. In fact, under section 9(1) of the Mysore Labour Act of 1942, there is a statutory obligation for all industrial concerns employing 100 workers and more to furnish to the Registrar of Associations a statement of their standing orders. Under Section 9(2) of the same Act, workers through their Labour Associations have the right of making representations to the Registrar for the modifications of these standing orders. The following analysis of the standing orders will bring out their main provisions :—

Standing orders, Nos. 3—7, contain definitions of the threefold classification of workers as monthly-rated, daily-rated and casual and of “ apprentices and probationers ” (*i.e.*, those who are entertained under the special orders of the Government Director of Industrial concerns). Orders 8—17 relate to hours of work, wage rates, holidays, pay-days and shift duties. Orders 18—20 describe the system of marking the attendance of workers by means of ‘ tokens ’ which they carry with them to the factory. Orders 21—24 relate to leave and procedure concerning the same. Order 25 lays down that all employees, other than officers, are liable to be searched every day when they go out of the factory. No. 26 provides that employees would be entitled to wages during times of casual failure of power-supply. No. 27 relates to 15 days’ notice of termination of service of a worker or pay in lieu thereof. No. 28 deals with punishment and Nos. 29-30 are connected with discipline and rules of conduct.

Wages and earnings.—*Wage rates.*—Rates of wages for different categories of workers in both the units are given below :—

TABLE XIX.

Showing wage rates in the first unit.

Department.	Maximum.			Minimum.			
	Rs.	As.	P.	Rs.	As.	P.	
Clay Washing Plant	0	12	0	0	6	6	Daily Rate
Grinding Section	0	12	0	0	6	0	“ ”
Seger Section	0	12	0	0	6	0	“ ”
Ship House	1	0	0	0	7	0	“ ”
Moulding Section—							
Women	0	8	6	0	6	6	
Men	0	8	6	0	6	6	
Manufacture of Thin ware article—							
Women	0	12	0	0	6	0	
Men	0	11	0	0	11	0	
General work for above women	0	7	0	0	6	0	
Potters lathe	1	10	0	0	10	0	
Turners	1	4	0	0	6	6	
Pin type making	0	14	6	0	9	6	
Fimi Liong	0	13	0	0	6	6	
Vacuum pug Mill	0	9	0	0	6	0	
Plate Making	0	8	6	0	6	6	
Dry Press	0	9	0	0	6	0	

TABLE XIX—*contd.*

Department.	Maximum.			Minimum.		
	Rs.	As.	P.	Rs.	As.	P.
General work	0	12	6	0	6	0
Drawing section	0	10	0	0	8	0
Drying chamber	1	0	0	0	7	0
Glazing section	0	12	6	0	6	6
Stone Breaking Women	0	8	0	0	7	0
Coal fired kiln	0	15	0	0	7	0
Transporting of clay	0	8	0	0	6	0
General construction wages	1	8	0	0	6	0
Tunnel kiln	1	7	0	0	8	0
<i>Workshop—</i>						
Machineshop	1	8	0	0	7	0
Carpentry	0	14	0	0	6	0
Smithy	0	12	0	0	8	0
Foundry	1	6	0	0	7	0
Fitting shop	1	4	0	0	10	0
General work	0	12	0	0	7	0
Filing section	1	0	0	0	7	6
Electrical Section	0	10	0	0	8	0
<i>Wall Section—</i>						
Chemical Porcelain manufacturing (Men)	0	10	0	0	7	0
Plaster and Paris manufacturing	0	8	0	0	7	0
Sorting Section	0	13	0	0	6	0
Testing Laboratory	0	10	0	0	8	0
Stones	0	12	0	0	8	0
Packing section	0	14	0	0	6	0
<i>Watch and Ward Sanitary Section—</i>						
Women	0	8	6	0	8	6
Men	0	11	0	0	10	6
Watchmen (Monthly)	15	0	0	12	0	0
<i>Air Deplourising—</i>						
All Men	1	0	0	0	6	0
<i>Crockery Section.—</i>						
General work (Men & Women)	0	7	6	0	6	0
Painting section	0	10	6	0	6	6
Sorting section	0	8	6	0	6	0

TABLE XX.

Showing wage-rates in the second unit.

	Maximum.			Minimum.		
	Rs.	A.	P.	Rs.	A.	P.
Fitters	1	8	0	0	12	0
Smiths	1	8	0	0	12	0
Carpenters	2	0	0	0	12	0
Masons	2	0	0	1	0	0
Fireman	1	4	0	0	9	0
Kiln loaders	1	4	0	0	9	0
Brick moulders	0	12	0	0	8	0
Sanitary ware moulders	1	2	0	0	8	0
Machinemen	1	0	0	0	12	0
Coolies (males)	0	12	0	0	6	0
Coolies (females)	0	8	0	0	5	0

The data show that unskilled workers get a minimum of 6 and 5 annas and skilled workers a maximum of Rs. 1/10 and Rs. 2 respectively in the first and the second unit. It may be added that the wages of unskilled workers in these

factories are at par with those of agricultural labourers in the neighbourhood and of skilled workers with those in the other industrial establishments of the city.

No changes have occurred in the basic rates of wages since August 1939.

Dearness allowances.—The rates of dearness allowances in the first unit are the same as those prescribed from time to time by the Mysore Government and vary with the scale of pay of the workers. The present rates are Rs. 7 for those whose wages are Rs. 50 and below and Rs. 9|8 for those whose wages exceed Rs. 50 per mensem. This allowance is in direct proportion to the number of days actually worked by the employees during the wage period.

Dearness allowance in the second unit is independent of the scales of wages but is given at graded rates according to three specified minima of days of work put in by the worker, as shown below :—

(1) Below 20 days	..	..	..	Rs. 6
(2) 20 days	..	..	..	Rs. 8
(3) Over 20 days	..	..	..	Rs. 10

Bonus.—A bonus of one month's basic wages has been paid in recent years only in the second unit.

Overtime.—Overtime is calculated in the first and the second unit at 1½ hours and 1½ hours for every hour respectively. It is not compulsory in either of the two units and is very rare in the second one. Separate registers for recording overtime are maintained and are made available to workers for inspection only in the first unit. In the second unit, overtime work is recorded only in the attendance register.

Deductions.—The only two deductions from wages in the second unit are in respect of the dues to the co-operative society for articles purchased by its members and of membership subscription to the Labour Association. In the first unit, in addition to the subscription for Labour Association, deductions are made in respect of workers' contribution to provident fund, fines, house rent, and lighting charges from those who have been provided with quarters.

Fines.—Fines are levied only in the first unit in respect of late attendance, misbehaviour, faulty work, etc., as provided for in the standing orders. These are deducted from wages and remitted to the treasury every month.

Wage period.—The wage period in both the units is the calendar month. In the first unit, wages are paid on the 5th and the 10th of the following month for the supervisory staff and the workers respectively. In the second unit, wages are paid on the second Saturday of the succeeding month. It may be noted that there is no statutory limit to the waiting period in the Mysore State.

Closed days and holidays.—Sunday is a regular closed day in both the units. The first unit gives 10 holidays in a year out of which only 2 are paid holidays. In the second unit, in addition to the usual Sunday and festival holidays (without pay), a worker is entitled every year to 7 days' sick leave and 24 days' earned leave with pay.

Analysis of wages and earnings.—For a study of wages and earnings data of per capita average basic wages and net earnings of the largest number of workers who had worked the same number of days in each occupation during the wage-period were collected in both the units. By dividing the per capita average basic wages and net earnings of each group by the number of days

worked by them, the per capita *daily* average wages and net earnings were obtained.

The wage period selected was November 1944 in both the units. Altogether 222 samples were covered—116 out of 307 (or 37.8 per cent.) in the first unit, and 136 out of 261 (40.6 per cent.) in the second unit, or 39.0 per cent. in all. Of the 568 workers, 472 (83.1 per cent.) were men and the rest (96 or 16.9 per cent.) were women. All were time-rated. The number of days worked by the first and the second units during the wage period was 26 and 25 respectively.

As the nature of work done in the two units was different, it was not possible to analyse the data according to occupations. An analysis according to specified income-groups is given in the following tables :—

TABLE XXI.

Showing average daily wages of pottery workers (figures within brackets denote percentages to the total).

Wage Group.	First Unit.		Second Unit.		Total of both Units and the Percentage.		
	Men.	Women.	Men.	Women.	Men.	Women.	Total.
Less than 4 As. ..	..	..	..	..	..	..	..
As. 4 to As. 6 ..	..	18 (56·2)	..	34 (53·1)	..	52 (54·2)	52 (9·2)
As. 6 to As. 8 ..	88 (32·0)	14 (43·8)	75 (38·1)	30 (46·9)	163 (34·5)	44 (45·8)	207 (36·4)
As. 8 to As. 10 ..	88 (32·0)	..	94 (47·7)	..	182 (38·6)	..	182 (32·0)
As. 10 to As. 12 ..	78 (28·4)	..	..	..	78 (16·5)	..	78 (13·7)
As. 12 to As. 14 ..	..	..	1 (0·6)	..	1 (0·2)	..	1 (0·2)
As. 14 to Re. 1 ..	13 (4·7)	..	5 (2·5)	..	18 (3·8)	..	18 (3·2)
Re. 1 to Re. 1/2 ..	..	..	9 (4·6)	..	9 (1·9)	..	9 (1·6)
Re. 1/2 to Re. 1/4 ..	..	..	3 (1·5)	..	3 (0·7)	..	3 (0·5)
Re. 1/4 to Re. 1/8 ..	6 (2·2)	..	3 (1·5)	..	9 (1·9)	..	9 (1·6)
Re. 1/8 to Re. 1/12 ..	2 (0·7)	..	..	..	2 (0·4)	..	2 (0·4)
Re. 1/12 to Re. 2 ..	..	..	5 (2·5)	..	5 (1·1)	..	5 (0·9)
Over Rs. 2 ..	..	..	2 (1·0)	..	2 (0·4)	..	2 (0·3)
Total ..	275 (100)	32 (100)	197 (100)	64 (100)	472 (100)	96 (100·0)	568 (100·0)

TABLE XXII.

Showing average daily net earnings (including allowances) of pottery workers (figures within brackets indicate percentages to total).

Wage groups.	First Unit.		Second Unit.		Total for Units 1 and 2.		
	Men.	Women.	Men.	Women.	Men.	Women.	Total
Under As. 8 ..	..	..	..	..	..	..	..
As. 8 to As. 12 ..	48 (17·4)	14 (43·8)	15 (7·6)	64 (100·0)	63 (13·3)	78 (81·3)	141 (24·8)
As. 12 to Re. 1 ..	174 (63·3)	..	154 (78·3)	..	328 (69·5)	..	328 (57·7)
Re. 1 to Re. 1/4 ..	..	..	2 (1·0)	..	2 (0·4)	..	2 (0·4)
Re. 1/4 to Re. 1/8 ..	35 (12·7)	..	16 (8·1)	..	51 (10·8)	..	51 (9·0)
Re. 1/8 to Re. 1/12 ..	6 (2·2)	18 (56·2)	3 (1·5)	..	9 (1·9)	18 (18·7)	27 (4·8)
Re. 1/12 to Re. 2 ..	9 (3·3)	..	3 (1·5)	..	12 (2·5)	..	12 (2·1)
Rs. 2 to Rs. 2/4 ..	..	..	1 (1·0)	..	2 (0·5)	..	2 (0·4)
Rs. 2/4 to Rs. 2/8 ..	3 (1·1)	..	1 (0·5)	..	4 (0·9)	..	4 (0·7)
Over Rs. 2/8 ..	..	..	1 (0·5)	..	1 (0·2)	..	1 (0·1)
Total ..	275 (100·0)	32 (100·0)	197 (100·0)	64 (100·0)	472 (100·0)	96 (100·0)	568 (100·0)

The data in these tables show that, in respect of average daily basic wages, (a) 54·2 per cent. of the women earned between '4 as. and less than 6 as.' and the rest 'between 6 as. and less than 8 as.'.

(b) All but 28, out of a total of 197 men (*i.e.* 96 per cent.) in the second unit and of 176 out of a total of 275 (*i.e.* 64 per cent.) in the first unit, earned 'between 6 as. and less than 10 as.'.

(c) A fair percentage of men in the first unit (78 out of 275 or 32 per cent.) earned 'between 10 as. and less than 12 as. as well, as the general standard of work in this unit is higher than that of the second.

In respect of average daily net earnings, the modal groups are 'between 8 annas and less than 12 annas' in the case of women and 'between 12 annas and less than one rupee' in the case of men. 18 out of a total of 32 women (56 per cent.) in the first unit, however, earned between Rs. 1/8 and less than Rs. 1/12, owing to overtime work. The very low and even negligible percentages of workers in the higher wage groups as well as in higher income-groups (over one rupee per day per head) are indeed very striking.

Working conditions.—Work in the first unit is carried on in three shifts of 8 hours' duration each, as is shown below :—

TABLE XXIII.

Departments.	Hours of work.		
	1st Shift.	2nd Shift.	3rd Shift.
Tunnel Kiln ..	7 a.m. to 3 p.m.	3 p.m. to 11 p.m.	11 p.m. to 7 a.m.
All other Departments ..	8·30 a.m. to 4·30 p.m.	4·30 p.m. to 12·30 a.m.	12·30 a.m. to 8·30 a.m.

In the second unit, working hours for all sections, excepting the Firing Section, are from 8 a.m. to 1 p.m. and from 2 p.m. to 6 p.m. In the Firing Section, work is done in three shifts as shown below with one hour's rest interval in each case.

TABLE XXIV.

Shifts.					Time of Commence- ment.	Time of Closing.
1st	..	..	..	..	8 a.m.	4 p.m.
2nd	..	..	..	..	4 p.m.	12 midnight.
3rd	..	..	..	..	12 midnight.	8 a.m.

The general working conditions of both the units are on the whole satisfactory, as the factories are situated in the open country with adequate provision for light and ventilation. There is no congestion. The following defects were, however, noted at the time of the visits. There was no guard for the belting in the clay-washing section of the first unit. In the same unit, roofing in the grinding section and the smithy department was of galvanised iron sheets. Moreover, workers in the casting section were not provided with glasses, and sufficient provision had not also been made for the escape of smoke and fumes in the melting section. In the second unit, motor driving belt was not fenced and no guards were fixed for the elevator on the platform.

There were no rest shelters or *creches* in both the units, though a tiffin room has been provided in the first. Sanitary arrangements are not wholly satisfactory in the first unit ; two of the latrines meant for workers were stinking awfully. Drinking water was supplied in both the units, but no bathing facilities were provided in either.

Welfare activities.—Medical aid.—In both the units, first aid boxes and a few simple medicines were kept, but there was no full-time doctor to attend to the workers. Provision was made, however, for an L.M.P. Sub-Assistant surgeon of a local government hospital to visit the factories twice a week for which the first unit paid an honorarium of Rs. 20 and the second Rs. 15 per month. The system of medicine was allopathic and the average number of cases treated during the six months ending January 1945 in the first unit was found to be 10.42 per day. The prevalent diseases were dyspepsia, pharyngitis, bronchitis, influenza, ulcers, wounds and scabies. In the case of the second unit, the average number of cases treated was only 20 per month—as the general health of the workers in this village factory was better than that of those of the first unit.

Canteen.—There was a canteen only in the first unit. The management had provided a building, furniture and utensils free and catering was left in the hands of a private contractor. Light refreshments and cold drinks were supplied at market prices and sales were, as a rule, for cash.

Education.—No facilities were provided in either of the two units for the education of adult workers or their children.

Grain Shops.—There was no grain shop though, in the second unit, workers have formed their own co-operative society, which has made arrangements for the supply of all food grains and rationed articles like sugar, kerosene, etc., at controlled prices.

Trade unions.—Under the Mysore Labour (Emergency) Act of 1942, provision is made for the formation of labour associations in all industrial establishments employing 100 persons and more. The Act provides further for the registration of these associations, the formulation of standing orders, and the settlement of all disputes between the employers and the employees by conciliation or arbitration.

A careful study of the working of this Act in respect of the two units under reference shows that, while the arrangement has effectively prevented strikes, it has not enabled the workers to secure their welfare in any direction. The main reasons for the failure of the labour associations in these two factories, as gathered from the workers, are the following :—

(1) The President and the Secretary of the Association are, as a rule, chosen from the staff working in the office of the General Manager and as such are not able to act independently in matters relating to labour welfare.

(2) Though the Act provides for the admission of not more than two outsiders (*i.e.*, not employed in the factory) as “honorary members.” of any Association, it is alleged that the managements do not allow them to hold any office. An outsider can, of course, represent labour matters quite boldly either to the management or to the State or at least create a strong public opinion in favour of labour.

(3) The labour association of one unit cannot establish contact with that of another unit in the same industry or other industries. This is indeed one of the causes for the lack of solidarity among workers and the absence of concerted or constructive work on their part.

(4) Within the units themselves, there is hardly any unity, or cohesion among the members of the associations. In fact, it was alleged by the workers questioned that there were frequent changes in the personnel of the office-bearers which prevent the associations from carrying out any programme of labour welfare work. The Secretary of the Association in the first unit pointed out how, on account of such changes, a grant of Rs. 100 sanctioned by the Mysore Government for the organisation of sports and other welfare activities was allowed to lapse.

(5) Lastly, though the managements collect the subscriptions from the members, they have not made any satisfactory arrangements either for depositing the amounts in the post office or Bank or for utilising them effectively for labour welfare. The Secretary of the Association in the second unit, at the time of my visit to the factory, complained that his predecessor had not maintained any account of receipts and expenditure and that the Government had not yet authorised the Association to deposit the present funds in the Bank.

All things considered, it is clear that, unless these defects and others, that might have come to light in the working of the Act in other industrial establishments, are removed, the existing labour associations cannot promote the welfare of labour. One might go further and say that they might even impede the development of genuine trade union movement in the State.

There are no works or staff committees in either of the two units under investigation. There have also been no strikes.

Safety acts, etc.—The two sampled units come under the Mysore Factories Act of 1936. The management of the first unit observes that the Factory Inspector visits that factory “occasionally”. In fact, the Factory Inspection Book was not shown for taking down the necessary extracts and the management has replied evasively that “no information is available at present”. The following remarks were taken from the Factory Inspection Book of the second unit :—

4th January 1942.—All the machines and belts have been properly guarded.

10th January 1943.—Motor driving belt has to be fenced.

11th November 1943.—The opening of the elevator on the platform has to be guarded.

The first unit reports that there were only two “mild accidents” in 1943 and that no compensation was paid. The second unit notes that “there were no accidents involving compensation”. Workers complained that maternity benefit is not paid to the extent that the Act provides for. The management did not give any information on this point on the plea that figures were not available with them.

The Payment of Wages Act has not yet been enacted in Mysore.

General.—Only the first unit has instituted a provident fund for the benefit of its workers. The relevant rules of this fund are as under :—

Membership.—“Contribution to the Provident Fund is compulsory in the case of all monthly-rated employees and daily-rated employees in receipt of wages of 12 annas and above, provided they have put in an approved service of not less than 3 years. In the case of daily-rated employees, drawing less than 12 annas a day, participation in the scheme is optional.”

Contribution.—“The rate of contribution by the employee is one anna in the rupee per month and the State gives an equal contribution.”

Interest.—“The amounts are invested with the Mysore Government and interest is allowed at the rate of 4 per cent. per annum for the first half-year (January-June) and at 3½ per cent. for the second half year (July-December).”

Payment on voluntary resignation.—“On any member voluntarily resigning the services of the factory after giving due notice of his intention to do so, the factory shall pay to him the aggregate amount subscribed by him to the fund together with the interest thereon and shall, in respect of the balance remaining to his credit in the books of the factory, pay to him such sum only as according to the length of service with the factory, he may be entitled having regard to following provisions, that is to say,

(a) “If he shall have served continuously for three years but less than six years, one-fourth of such balance,

(b) “If he shall have served continuously for six years, but less than nine years, one-half of such balance,

(c) “If he shall have served continuously for nine years, but less than twelve years, three-fourths of such balance,

(d) “If he shall have served continuously for twelve years or more, the whole of such balance.

“For the purpose of this rule, the period of service with the factory previous to the date from which the rules come into operation shall be taken into consideration.

Payment at death, retrenchment, or retirement, with consent.—"In case of any member retiring with the previous written sanction of the Government Director owing to personal injury sustained in the course of his employment, illness, insanity, general debility, old age or any other reason considered adequate by the Director, or retrenchment, or death of any member, such member retiring or thrown out or his heirs or nominees agreeable to rule No. 8, 9, 10 and 11 shall be paid the amount standing to his credit in the books of the factory as on the date when the accounts were made up last preceding such retirement, retrenchment, or death, plus the full amount of the subscription he shall have paid subsequently up to the date on which his accounts are closed.

Payment on dismissal.—"If any member shall be dismissed from the factory's service or leaves without giving due notice, the factory shall, subject to these rules, pay to him only the aggregate amount subscribed by him without any interest thereon, provided that the factory may at any time at its absolute discretion pay to any such dismissed member the amount or any part thereof to which he would have been entitled under rule (12) if he had voluntarily retired from service of the factory and had not been dismissed. The sum remaining with the factory to the credit of such member after any payment under this rule shall belong to and be retained by the factory."

Civil Condition.—The enquiry into the civil condition of pottery workers covered 131 samples selected from the two sampled establishments. Of these, 124 were Hindus, 5 Muslims, and 2 Christians. 72 were married, while the remaining 59 workers were either unmarried or widowers. Further, 66 were literate, 65 illiterate, the percentage of literacy being almost 50. Table XXV shows the distribution of samples according to the number of dependants supported by them. Nearly one-third of the samples had no dependants to support. Among those with dependants, the family with 3 to 4 dependants was the model size. The total number of dependants on 89 samples with dependants was 314. The average number of dependants was thus 3.5.

TABLE XXV.
Showing size of the family.

No. of dependants	..	..	..	Nil.	1—2	3—4	5—6	7 & above
No. of families	..	..	..	42	26	35	26	2

Indebtedness.—The state of indebtedness of samples according to the number of dependants supported by them is brought out by Tables XXVI and XXVII. Less than 22 per cent. of samples were found to be in debt. This is an unusually low percentage. The average amount of debt on indebted samples was Rs. 203. The percentage of samples in debt rises as the number of dependants supported by them increases. Those without dependants are almost universally free from debt.

TABLE XXVI.
Showing indebtedness of families according to the number of dependants.

No. of dependants	..	Nil	1—2	3—4	5—6	7 & above	Total
Number of families in debt	..	1	2	11	13	1	28
Amount of debt	..	300	500	1,750	2,940	200	5,690
Average amount of debt per family	..	300	250	159	226	200	203

TABLE XXVII.

Showing percentage of indebted families.

With no dependants	..	..	..	..	..	2.4%
With 1—2 dependants	..	..	..	..	..	7.7%
With 3—4 dependants	..	..	..	..	..	31.4%
With 5—6 dependants	..	..	..	..	..	50%
7 dependants and above	..	..	..	..	..	50%
All families	..	..	..	..	..	21.4%

Owing to the small proportion of samples without dependants and with 1 to 2 dependants, found indebted, the average amount of debt on samples according to the number of dependants supported by them fails to show any clear cut relation between the incidence of debt and the number of dependants. In larger families, however, it is seen that samples with 5 to 6 dependants were under a heavier burden of indebtedness than samples with 3 to 4 dependants.

The distribution of indebted persons according to the amount of debt is indicated by the following table.

TABLE XXVIII.

No. of persons in debt.		No. of persons free from debt.		Debt between Rs. 1—50.		Debt between Rs. 51—100.		Debt between Rs. 101—200		Debt over Rs. 200	
No.	Per-centage of total.	No.	Per-centage of total.	No.	Per-centage of total.	No.	Per-centage of persons in debt.	No.	Per-centage of persons in debt.	No.	Per-centage of persons in debt.
28	21.4	103	78.6	4	14.3	6	21.4	13	46.4	5	17.9

This Table shows the distribution of indebted samples according to the amount of debt on them. About 36 per cent. had debt of less than Rs. 100. Another 46 per cent. had debt of between Rs. 100 and 200. Thus, 82 per cent. of the samples had indebtedness of less than the average amount.

An analysis of the causes of indebtedness is given in the following table. The predominance of marriages and domestic needs in the causation of indebtedness is at once apparent. Together, they account for more than 53 per cent. of all loans taken and just under 50 per cent. of total debt. Productive debt represented by the item 'purchase of land' accounts for 5 per cent. of loans and 25 per cent. of debt.

TABLE XXIX.

Causes of debt.					No. of loans taken.	Percent- age of all loans.	Amount of debt	Percent- age of total debt.	Average amount of debt.
							Rs.		Rs.
All causes	..	..	..	..	30	100	5,690	100	190
Marriage	..	..	..	..	11	36.7	1,900	33.4	173
Sickness	..	..	..	..	2	6.7	200	3.5	100
Death	..	..	..	..	1	3.3	70	1.2	70
Litigation	..	..	..	..	..	..	..	..	..
Purchase of land	..	..	..	..	5	16.6	1,450	25.5	290
Domestic needs	..	..	..	..	9	30.0	870	15.3	97
Miscellaneous	..	..	..	..	2	6.7	1,200	21.1	600
Ancestral	..	..	..	..	..	..	..	..	..

The following Table shows the rates of interest paid by indebted persons on loans taken by them :—

TABLE XXX.

Rate of interest.				Free	Up to 6½%	6½% to 12½%	12½% to 18½%	18½% to 37½%
Amount of debt in rupees	..	..	..	1,490	400	3,500	100	200
Percentage of all debt	..	..	..	26.2	7.0	61.5	1.8	3.5

It is seen that over two fifths of total debt paid interest between 6-1¼ per cent. and 12-1½ per cent. One fourth of debt was interest free. Interest charges in excess of 12-1½ per cent. per annum were leviable on an insignificant portion of total debt. Considered as a whole, it appears that indebted samples were not under an unusually heavy burden of interest charges.

Housing. (a) *Private houses.*—The survey of the housing condition of workers covered 86 dwellings. Of these, 65 were located in Malleswaram and other localities and were occupied by employees of the first unit. The other 21 were located in the village of Chickbanavoor and their occupants were working in the second unit. As table XXXI shows, 65 of the 86 dwellings were one-room dwellings and 18 others two-room dwellings. The remaining 3 had 3 rooms each.

TABLE XXXI.

Showing number of dwellings of different sizes.

Size.					No. of dwellings.	Percentage of total.
One room	..	..	..	..	65	75.6
Two rooms	..	..	..	..	18	20.9
Three rooms	..	..	..	..	3	3.5
Total					86	100.0

Table XXXII shows the density of occupancy in dwellings of different sizes.

TABLE XXXII.

Density of occupancy in dwellings of different sizes.

Size of dwellings						No. of dwellings.	No. of rooms.	No. of occupants.	Density of occupancy.
One room	..	..	..	..	..	65	65	301	4.6
Two rooms	..	..	..	..	..	18	36	92	2.6
Three rooms	..	..	..	..	..	3	9	16	1.8
Total						86	110	409	3.7

The number of living rooms in these 86 dwellings was 110, accommodating 409 persons at the time of the enquiry. The average density of occupancy in these rooms was 3.7 persons per room of an average area of 104 sq. feet. One room dwellings had, however, a more dense incidence of occupancy at 4.6 persons per room.

Table XXXIII shows that, in one-room dwellings, the percentage of occupants was in excess of the percentage of rooms comprised in them by 14.5 percentage.

TABLE XXXIII.

Size of dwellings.						Percentage of habitable rooms to the total number of rooms.	Percentage of occupants to total number of occupants.
One room	..	..	..	..	..	59.1	73.6
Two rooms	..	..	..	..	..	32.7	22.5
Three rooms	..	..	..	..	..	8.2	3.9
Total						100.0	100.0

The extent to which the dwellings surveyed enjoyed amenities of various kinds is indicated by tables XXXIV and XXXV. It will be seen that, in the matter of living space, the dwellings consisted of habitable rooms only, as already indicated in table XXXI, that is to say they were not provided with subsidiary rooms for purposes of storage, etc. Of 86 dwellings, 2 only had one subsidiary room each. All the two-room dwellings had verandahs which 23.1 per cent. only of one-room dwellings had. Similarly in the courtyards and kitchens, two-room dwellings were much better than one-room dwellings, which had these amenities to the extent of 18.5 per cent. and 53.8 per cent. of dwellings only. Bath rooms, latrines and electricity were non-existent in all dwellings. Ventilation in all dwellings has been described as unsatisfactory. The majority of those had, likewise, unsatisfactory drainage.

TABLE XXXIV.

		Subsidiary rooms.		Verandah.		Courtyard.		Kitchen.				
		No. of rooms.	No. of dwellings.	With No.	With %	With-out.	With No.	With %	With-out.	With No.	With %	With-out.
All dwellings	..	2	2	11	38.4	53	24	27.9	62	52	60.5	34
One-room dwellings	..	1	1	15	23.1	50	12	18.5	53	35	53.8	30
Two-rooms dwellings	..	1	1	18	100	..	12	66.6	6	17	94.4	1

TABLE XXXV.

	Bath rooms.		Latrines.		Water.		Electricity		Drainage.		Ventilation.	
	With	With- out.	With	With- out.	With	With- out.	With	With- out.	Satisfactory	Un- satis- factory	Satisfactory.	Un- satis- factory.
											No.	%
All dwellings	Nil	86	Nil	86	24	27.9	Nil	86	6	7.0	80	86
One-room dwellings	Nil	65	..	65	24	36.9	Nil	65	..	..	65	65
Two-room dwellings	Nil	18	..	18	..	..	..	18	6	33.3	12	18

Altogether, the survey yields a picture of acute congestion in dwellings, most of which were devoid of amenities which mitigate the evil effects of congestion and make a contribution towards healthy and comfortable living.

(b) *Houses provided by employers.*—The first unit provided two blocks of houses, each containing quarters for four families. These are situated in the factory compound, about 60 yards away from the main factory buildings.

They are one storey pucca buildings. The foundation is of stone masonry and the superstructure of brick masonry. The roof height is about 11 ft. and gable 17 ft. A quarter consists of a living room, an enclosed courtyard, a kitchen, a bath-room and a latrine. All quarters are fitted with electric lights. Two common taps are provided for the exclusive use of the tenants. The flooring is cemented. The rent is uniformly 10 per cent. of the monthly pay of the worker.

The living room measures 15ft. $\times$ 13ft. There is a cement slab partition in the middle 9 feet long and 6 feet high. The courtyard is 17 ft $\times$ 6 ft. and the kitchen 7 ft. $\times$ 7 ft. The bath-room, 7 ft. $\times$ 6 ft., has no roof and no water tap is provided in it. The latrine is of the indigenous type and is not covered.

The following table shows the number of occupants in each quarter.

TABLE XXXVI.

Serial number.	Children.	Adults.	Total.
1.	3	2	5
2.	3	3	6
3.	2	3	5
4.	4	2	6
5.	3	2	5
6.	5	4	9
7.	..	3	3
8.	2	2	4

This gives a density of 5.37 persons per living room.

The second unit helps the workers in the erection of their houses (a) by providing rent free sites and (b) by supplying bricks (broken and unwanted pieces, as the workers allege) free of cost. They encourage the workers to settle down on their own sites so that they may have a stable labour supply. 22 huts have so far been erected in this manner.

Locality.—The factory is situated in a remote village and owns 250 acres of land. It is on this land that the factory buildings and the houses under enquiry are situated. About 70 yards separate these houses from the main factory buildings.

General description.—The huts are all herded together in a little plot. They are erected by the workers themselves without a plan. Many of them are built back to back without any plinth. The walls are not usually plastered. The flooring comprises hardened clay which is smeared with cow dung. The roofing in all cases is of dried grass. There is only one water-tap for all and there are no latrines.

PART III. GWALIOR.

(Gwalior State.)

Employment.—Started in 1915 as an experimental work, the Gwalior Potteries—a State-owned and State-managed enterprise of the Gwalior Durbar—was converted into a commercial concern in 1924-25. The total number of workers employed in December 1944 was 352 (347 men and 5 women) as against 307 (303 men and 4 women) in August 1939. The increase in employment in the year 1944 was due to the increase in production of certain types of goods (white ware, sanitary and hospital appliances) for meeting war orders. The entire labour force is employed and paid directly by the concern and there is no contract labour of any kind in connection with the work of the factory. All workers are paid on a time-rate basis.

Length of Service.—Service records of operatives are not maintained by the concern, but the following statement given by the management shows the approximate estimate of the length of service of workers as in December 1944.

TABLE XXXVII.

Length of service in years.							Number of workers in each group	Percentage of each group to total.
0—1	..	..	..	..	..	..	100	28·4
1—5	..	..	..	..	..	..	128	36·4
5—10	..	..	..	..	..	..	46	13·1
Over 10	..	..	..	..	..	..	78	22·1
Total							352	100·0

Classification of Workers.—The management says that all employees are treated as permanent, though it has not accorded any special privileges or even defined the rights and status of permanent workers.

Apprenticeship.—There is no recognised system of apprenticeship in the factory either for ordinary or for supervisory posts. There is, however, a regular system of pre-employment training for all new recruits for a period of 5 to 10 days, before they are actually employed. Only those who prove fit for the work are entertained and the rest are discharged. Wages during the period of training are paid only in respect of those whose services are retained.

Promotion.—There is no recognition of the principle of either a graded or a time-scale system of promotion, though workers are given increments from time to time according to the discretion of the management.

Labour Turnover.—Notwithstanding the absence of retirements and a negligible percentage of dismissals (in 1944), labour turnover is rather very high in the concern. The management considers that the majority of workmen, being agriculturists, leave their jobs whenever they find it necessary to devote their time to agriculture or other by-occupations connected therewith. The increased turnover in 1944 as compared with 1939 (*vide* Table XXXVIII) is attributed to a large diversion of labour in various new industrial enterprises (cotton mills, cement factories, etc.), and military works started in the neighbourhood of the town.

TABLE XXXVIII.

(Figures within brackets indicate percentages to total in Col. 2.)

Year.	Average annual employment.			Retirement.	Dismissals.	Voluntary Quits
(1)	(2)			(3)	(4)	(5)
1939	329			..	..	142 (43·18)
1944	388			..	4 (1·0)	270 (69·3)

Absenteeism.—Though labour turnover showed a large increase in 1944 as compared with 1939, there is a well-marked trend of a decrease in absenteeism during the corresponding period as shown by the figures for two representative months (*vide* Table below) collected from the attendance registers.

TABLE XXXIX.

Period.	Number of man-days worked.		Number of man-days lost due to absenteeism.	Percentage of absenteeism.
September 1939	8,280		1,778	21·5
September 1944	8,844		1,011	11·4

The fall in absenteeism is attributed to the desire of the workers to earn sufficient wages to meet their increased cost of living. It is believed that if the general health of the workers improves, there is bound to be a further reduction in absenteeism, since sickness is considered to be one of its main causes. The other cause of absenteeism, which is common to many other industrial establishments, is the performance of social and religious obligations. It may be noted that it would be advantageous for the concern to maintain a separate record of absenteeism showing the causes therefor as is done by several progressive industrial establishment in other parts of the country.

Standing Orders.—It is said that the management has built up several conventions regarding discipline, leave, right of search, etc. It may, however, be pointed out that these conventions should be reduced to writing, and, if possible, standardised so as to cover all industrial establishments in the State.

Recruitment.—The concern does not experience any difficulty in recruiting labour, as workmen already in service bring their own friends or relatives who are given preference over others. Occasionally recruitment is made at the gate from among those who offer themselves for employment now and then.

Labour Officer.—No labour officer as such is employed by the concern, though the State Labour Officer under the control of the Department of Industries, Commerce and Communications has the right of visiting the

factory, of enquiring into the grievances of workers and making recommendations regarding their welfare. The arrangement is hardly satisfactory, as workers are not organised into any kind of trade union and cannot be expected to possess facilities for making the necessary representations.

WAGES AND EARNINGS.

Wage Rates.—There are no fixed rates of wages for different types of work—wages being determined by the management according to the skill and experience of each worker. At present, *per capita* basic wages range from Annas 4 to Rupees 1-8-0 per day.

Dearness Allowance and Bonus.—Dearness allowance is paid at the rate of Rs. 5|- and of Rs. 8|- per mensem to those whose monthly wages are respectively Rs. 25 and below, and Rs. 26 and over. The allowance is temporary for the duration of the war and is paid in proportion to the number of days actually worked by the employee—two days' absence, however, being condoned in all cases, 4 days' absence with the sanction of the heads of departments and 10 days' absence with the special permission of the Manager.

A bonus equivalent to two months' wages was paid to all workers in 1945.

Overtime.—Overtime work is resorted to only when, on account of rainy weather, drying has been delayed or when rush orders are to be executed. A separate register is maintained for recording overtime and is made available to workers (the question of "representatives" does not arise as there are no unions) if they choose to verify any entries. Overtime is paid at the same rate as for regular work—one day's wages for 8 hours' work—since the factory works only 45 hours per week.

Deductions.—Apart from fines, deductions from wages are made in respect of damage to or loss of articles, when such damage or loss is due to the negligence of the worker.

Fines.—There is no Fine Fund. Fines imposed for late-coming or for misbehaviour are credited to the general revenues of the factory. The amount of fine imposed during May 1945—the wage period selected for the enquiry—was Rs. 7|-, its percentage to the total wages (of about Rs. 6,000|-) for the month being about 0.01.

Wage Period.—The wage period is one calendar month and wages are paid on the 7th day of the following month, *though workers questioned alleged that payments were delayed for several days.*

Closed Days.—Sunday is a closed day except when it is converted into a compensatory working day in lieu of public or special holidays which number about 30 per year. There is not a single paid holiday.

Analysis of Wages and Earnings.—For an analysis of wages and earnings of workers in the concern, May 1945 was chosen as the wage period and the data of wages (basic, gross and net) of the largest number of workers who had worked the same number of days in the month were compiled from the pay roll. The percentage of these samples is only 19.2, as there is a large volume of labour turnover and absenteeism. The following tables set forth an analysis of the wage data according to specified income groups. An analysis of the same according to occupations is not feasible for the mere reason that there are considerable differences in the nature of the work done in the different occupations, despite similarities in the nomenclature of the majority of occupations (*e.g.*, moulding, casting, turning, painting, etc.).

*TABLE XL.
Showing average daily basic wages.

Wage group.	Number of workers.		Percentage of total.	
Under As. 4	..	..	..	..
4 As. to 5 As. 11 ps.	..	..	38	9.2
6 As. to 7 As. 11 ps.	..	..	44	10.7
8 As. to 9 As. 11 ps.	..	..	152	37.0
10 As. to 11 As. 11 ps.	..	..	125	30.4
12 As. to 13 As. 11 ps.	..	..	32	7.8
14 As. to 15 As. 11 ps.	..	..	..	..
Rs. 1 to Rs. 1/1/11	..	..	11	2.7
Rs. 1/2 to Rs. 1/3/11	..	..	..	..
Rs. 1/4 to Rs. 1/7/11	..	..	9	2.2
Rs. 1/8 to Rs. 1/11/11	..	..	..	..
Rs. 1/12 to Rs. 2 ..	..	..	..	..
Total ..	411	100.0		

TABLE XLI.
Showing average daily net earnings.

Income group.	Number of workers.		Percentage of workers.	
Less than 8 annas	..	..	..	..
8 As. to 11 As. 11 ps.	..	..	76	18.5
12 As. to 15 As. 11 ps.	..	..	131	31.8
Rs. 1/- to Rs. 1/3/11	..	..	138	33.6
Rs. 1/4 to Rs. 1/7/11	..	..	48	11.7
Rs. 1/8 to Rs. 1/11/11	..	..	..	..
Rs. 1/12 to Rs. 1/15/11	..	..	18	4.4
Rs. 2 to Rs. 2/3/11	..	..	..	..
Rs. 2/4 to Rs. 2/8	..	..	..	..
Over Rs. 2/8	..	..	..	..
Total ..	411	100.0		

The majority of workers (67.4 per cent.) get a basic wage ranging between 8 As. and 12 As. per day. In the case of net earnings, 65.4 per cent. of the workers fall within the income groups of 12 As. to Rs. 1-7-11. The number of workers in higher wage groups is of course small, on account of the absence of highly specialised occupations except painting.

WORKING CONDITIONS.

Working Hours.—The factory works only one shift and hours of work are from 9 A.M. to 5 P.M. with midday recess for meals between 12 noon and 12-30 P.M. There is no complaint of work beyond scheduled hours.

Ventilation.—Ventilation is satisfactory except in the clay-washing, grinding and tile-press sections.

Lighting.—There is an utter lack of even natural lighting in the clay-washing and grinding sections. The sloping roofs of these buildings rest on walls which are about 8 feet high. There are neither windows nor ventilators on three sides of the walls. No lights were provided in the Moulding and Turning Departments.

* Since December 1944, there has been an increase in the number of workers from 352 to 411 (May 1945).

Flooring.—Flooring is satisfactory except in Grinding Department.

Congestion.—The clay-washing, grinding and filtering sections are terribly congested and there is hardly sufficient space for workers to move about freely. In the tile-press section, there is a certain amount of congestion, owing to the piling up of moulds.

Protection against heat.—Roofing in all Departments is of corrugated sheets and the heat inevitable under such conditions is, however, mitigated to a very slight extent by the shade of a few margossa trees overhanging portions of the buildings.

Rest Shelters.—No rest shelters are provided for the employees.

Protective Equipment.—Protective equipment is conspicuous by its absence. Masks are not provided for those using poisonous chemicals in the colouring process. Two workers were found to have their noses covered with their own handkerchiefs while the rest carried on their work without any such device. Workers in the kilns and ovens were not provided with goggles. It should, however, be mentioned that those employed in hand-polishing clayware are given oil for massage.

Sanitary arrangements.—There are six flush-out latrines and urinals exclusively for the use of workers, while the clerical and other office staff are also provided with a sufficient number of separate sanitary arrangements. There are seven taps in different parts of the factory buildings, where workers go and quench their thirst as well as take their bath, if necessary. No special arrangement has been made for the supply of cool water in summer.

WELFARE ACTIVITIES.

Medical Aid.—The factory does not maintain any dispensary or hospital of its own. Workers in need of first-aid or any other medical treatment are sent to the State Hospital (allopathic) situated just in front of the factory, or to the Ayurvedic and Unanic hospitals in other parts of the town. The families of employees, if desired, are given letters of recommendation for treatment in any of these institutions.

Canteen.—There is no canteen for the workers. The management considers that there is no need for any canteen as about 50 per cent. of the workers live very close to the factory and as they go home for their midday meals. A small shop is, however, maintained within the premises of the concern under the management of a private contractor for the sale of *pan*, *supari*, *bidi*, and cigarettes, etc.

Creche.—No *creche* is maintained by the concern, as the number of women workers is small.

Grain shop.—The factory is reported to have maintained a grain shop for the workers before the introduction of the rationing scheme in the city. Since then, all workers in the concern, along with the other inhabitants of the town, buy their rationed goods from the various licensed shops located in different parts of the town.

Education.—The factory does not maintain any separate school for the education of the workers or their children.

Trade Unions.—There is no trade union among the workers. It may be noted here that, Section 1 (3) of Chapter I of the Industrial Disputes Act of the Gwalior State exempts Government concerns from the operation of the Act and hence there cannot be any formation or registration of any trade union as provided for in Chapter II therein. There have been no strikes or industrial disputes in the concern ever since its inception.

Safety Acts, etc.—The management says that all the Safety Acts of the State are observed by the concern. The following facts show that their enforcement leaves much to be desired :—

(1) Notices of abstracts of either the provisions or the rules of the various Acts have not been displayed in any part of the factory.

(2) There are several instances of the non-observance of the Factories Act. Portions of the buildings (*e.g.*, clay-washing, grinding and filtering departments) have not been white-washed, apparently for some years. Guards have not been fixed for dangerous machinery. There is no factory inspection book, and it is said that the factory inspector would not write any adverse remarks against the concern, as it is State-owned. Not even a single adolescent was supposed to have been medically examined for work as an adult.

(3) Neither the wage period nor the date of the payment of wages has been notified in any part of the factory. The fines imposed are not constituted separately as a fine fund and the amount is not utilised for the welfare of workers.

(4) No first-aid box is kept. There are neither hydrants nor fire-buckets. There is a lack of general cleanliness in certain portions of the factory. The ceilings in the tile-press department were full of cobwebs. Coal was found heaped pell-mell in the kiln department.

Accidents.—The management says that, excepting cuts and minor injuries, there have been no accidents at all in the concern either in 1943 or at any time during the past 15 years. Nor does it report any occupational disease. There are no records to substantiate these statements.

Civil Condition.—For a study of the civil condition and indebtedness of workers, a random sample of 20 per cent. of the workers was selected by marking off every fifth man on the pay roll and questioning him directly as regards his age, literacy, marital condition, size of family and indebtedness. In all, 80 workers were covered by the enquiry and the results are given in Tables XLII and XLIII.

TABLE XLII.

Religion.			Literacy.			Marital condition.		
—	No.	%	No.	%		No.	%	
Hindus ..	64	80.0	Literate ..	21	26.25	Married ..	57	71.25
Muslims ..	16	20.0	Illiterate ..	59	73.75	Unmarried	20	25.0
						Widowers	3	3.75
Total ..	80	100.0	Total ..	80	100.0	Total ..	80	100.00

TABLE XLIII.

Age-Distribution.

Age-groups.				Number. Percentage to total.			
0—12 ..	..	..	..	..	..	11	13.75
13—17 ..	..	..	..	..	..	55	68.75
18—40 ..	..	..	..	..	..	6	7.50
41—50 ..	..	..	..	..	..	8	10.00
Over 50 ...	..	..	..	..	..		
Total ..				..	..	80	100.00

The data given above call for a few comments. The factory employs a fairly large percentage of adolescents, most of whom are paid basic wages of As. 4 to As. 8 per head per day. This is one of the causes for the very low average size of the family as can be seen from the following data regarding the number of dependants supported by the samples. The other cause for the fewer number of dependants per worker as given by the management is that all the adult members of a family take to some occupation or other and are in receipt of independent means of livelihood.

TABLE XLIV.

Showing distribution of workers according to the number of dependants supported by them.

Number of dependants	..	Nil	1—2	3—4	5—6	7 & over	Total
Number of workers	..	14	33	22	10	1	80
Percentage in different groups	..	17.50	41.25	27.50	12.25	1.25	100.00

Indebtedness.—The burden of indebtedness according to the size of family is shown in Table XLV wherein it can be seen that even those samples which have no dependants have an average *per capita* debt of Rs. 68 and that those with only 1-2 dependants are in debt to the extent of Rs. 211 per head. The burden of average *per capita* debt is the highest among those with 5-6 dependants.

TABLE XLV.

Showing indebtedness of workers according to the number of dependants supported by them.

Number of dependants		Nil	1—2	3—4	5—6	7 & over	Total.
Number of indebted workers	..	2	22	13	9	1	47
Total amount of debt	(Rs.)	135	4,640	2,005	2,150	100	9,030
Average amount of debt per indebted worker	(Rs.)	68	211	154	239	100	192
Percentage of indebted workers in different groups	..	14.3	66.7	59.1	90.0	100	58.75

An analysis of the distribution of indebted persons in specified indebtedness groups (Table XLVI) shows that as much as 41.25 per cent. of the samples are free from debt but that debt between Rs. 101 and Rs. 200 is responsible for the largest number of cases and the highest percentage of debt.

TABLE XLVI.

Showing distribution of indebted persons in specified indebtedness groups.

In debt.		Free from debt.		Debt up to Rs. 50		Debt between Rs. 51 & 100.		Debt between Rs. 101 & 200.		Debt over Rs. 200.	
No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
47	58.75	33	41.25	7	14.9	14	29.8	16	34.0	10	21.3

Among the causes of borrowings, marriage stands out prominent accounting for the largest number of cases and the highest percentage of total debt, though the average amount of borrowings to pay off ancestral debts and various miscellaneous purposes is much higher. Domestic needs and sickness account for a fairly large percentage of total debt.

TABLE XLVII.

Causes of debt.	No. of instances of loans.	Percentage of all loans.	Amount of debt (Rs.)	Percentage of total debt.	Average amount of debt. (Rs.)
Marriage	20	40.8	4,390	43.6	220
Sickness	7	14.3	650	7.2	93
Death	2	4.1	200	2.2	100
Litigation	..	..	..	..	..
Purchase of land	3	6.1	550	6.1	183
Domestic needs	12	24.5	1,600	17.7	133
Miscellaneous	2	4.1	500	5.6	250
Ancestral	3	6.1	1,140	12.6	380
All causes	49	100.0	9,030	100.0	184

Not only is the average amount of debt per head of indebted workers rather high (Rs. 184) but also is the rate of interest. While there is a strong case for educating the workers against borrowings for ceremonies and such other unproductive purposes, there is an equally strong case for the State controlling money-lending and creating the necessary institutions for the provision of credit at lower rates of interest. In fact, as is well-known, high interest charges are among the most potent causes for the increase of indebtedness and the accumulation of ancestral debts. During the course of these enquiries, 3.1 per cent. of the samples were unable to give the rates of interest on the loans borrowed by them, as they were ignorant of them, and, perhaps, as is the case in several other places, their creditors should have been collecting interest and principal for an indefinite period.

TABLE XLVIII.

Showing rates of interest on loans.

Rate of interest.	Free of interest.	Upto 6½%.	From 6½% to less than 12½%	12½% to less than 18½%	18½% to less than 37½%	Over 37½%	Not known.
Amount of debt	Rs. 640	600	1,000	550	5,960	Nil	280
Percentage of total debt	7.1	6.6	11.1	6.1	66.0	Nil	3.1

Housing.—For a study of the housing conditions of workers, four representative localities (two hamlets on the outskirts of the town and two areas within the town) were selected and all the houses of the workers in each locality were surveyed. Altogether about 10 per cent. of the houses of the total number of workers were covered by the enquiry. The management has not provided any housing for its workers, since most of them live in their own houses.

Before analysing the data collected by the investigating staff, it is necessary to mention that the hamlets on the outskirts of the town are comparatively cleaner than the areas within the town where the pottery workers live. Nevertheless, they lack in drainage arrangements and there are no proper approaches to streets or lanes. In fact, the houses have been built in such

a haphazard way that there are several cross-cuts and zig-zag lanes before one can enter one's house. The houses of the workers within the town are situated in slum areas which present a spectacle of filth, dirt and insanitation. On one of the sides of one of these slums situated within a distance of about half a mile from the palace of His Highness the Maharajah of Gwalior, there is a stagnant pool of gutter and sewage water, emitting the worst possible stink. The approach to the dwellings was through a lane which was thoroughly muddy.

The houses of the workers both on the outskirts and within the town are built of mud and stone walls and are roofed with stone slabs. Though the roofs are low, the entrances are fairly wide, unlike the huts of several cases of slum-dwellers. There are practically no windows or drainage arrangements in any of the houses visited by my investigators. The majority of them are one-room dwellings, but their density of occupancy is not high owing to the smallness of the average size of the family.

It may be added that, as in other centres of industrial workers, the percentage of occupants to total number of occupants is the highest in one-room dwellings. The following tables set forth our analysis of the data in these respects.

TABLE XLIX.

Showing the size of dwellings and the density of occupancy.

	Size.	No.	% of total.	No. of rooms.	No. of occupants.	Density of occupancy.
One room ..	..	21	70.0	21	90	4.3
Two rooms ..	..	7	23.33	14	40	2.9
Three rooms	..	2	6.67	6	14	2.3
	Total	30	100.00	41	144	3.5

The density of occupancy is 3.5 per room of an average area of 103 square feet.

TABLE L.

Showing percentage distribution of habitable rooms and occupants in dwellings of different sizes.

Size of dwelling.					Percentage of habitable rooms to total number of rooms.	Percentage of occupants to total number of occupants.
One room	..	..	..	..	51.2	62.5
Two rooms	..	..	..	..	34.2	27.8
Three rooms	..	..	..	..	14.6	9.7
Total					100.0	100.0

Needless to add that except in the case of a small percentage of houses, there are no subsidiary rooms, verandahs or kitchens. This means that the occupants have to use their living rooms for almost all purposes—storing their provisions and valuables, cooking their food and sleeping in. The climate of the locality being very hot in summer, about half the number of houses, particularly the one-room dwellings, have courtyards. Excepting this small amenity, not a single house has any other amenity of modern life—electric lighting, drainage, protected water supply (the houses in the slum area depending, however, on public taps) or bathing facilities. The following data show the number of houses having subsidiary rooms, verandahs, courtyards and kitchens.

TABLE LI.

Size of dwellings.	Subsidiary rooms				Verandahs		Courtyards.		Kitchens.	
	No. of rooms.	Number of dwellings.		No.	%	No.	%	No.	%	
		No.	%							
All dwellings	..	1	1	3.3	4	13.3	15	50.0	5	16.7
One-room	..	Nil	..	..	3	14.3	12	57.1	4	19.0
Two-rooms	..	1	1	14.3	1	14.3	3	42.9	1	14.3

PART IV

SUMMARY AND CONCLUSIONS.

The *ad hoc* enquiry into labour conditions in the pottery industry covered 5 units in Calcutta, 2 in Bangalore and one in Gwalior, which employed respectively 3,721, 763 and 352 workers. Comparative figures of pre-war and present employment in Calcutta were not available, for three of the sampled units were set up during the war. In Bangalore, there has been an expansion of employment to the tune of 68.84 per cent. since the out-break of war. In Gwalior, there has been a 12.8 per cent. increase.

There is no classification of workers into 'permanent' and 'temporary', except at one of the Calcutta units. Here, 28 hands, who had remained loyal during the air raids in 1942, are regarded as permanent. They enjoy the following privileges :—

- (a) 15 days' leave with pay,
- (b) festival holidays with pay to 12 of them, and
- (c) free housing accommodation to the other 16.

There is no regular system of apprenticeship. Two of the samples in Calcutta tried it, but met with failure, as the terms of apprenticeship were not attractive. One sampled unit in Bangalore gives facilities for training to two candidates every year on their payment of an annual fee of Rs. 300/-.

In Calcutta, 46.09 per cent. of the workers had less than 6 months' service ; only 2.82 per cent. of them had been there for more than 5 years, one reason for this feature being the recent expansion of the industry. In Gwalior, 28.5 per cent. of workers had less than one year's service.

As compared to 1942, when Calcutta was under the spectre of air raids, absenteeism declined in 1943 ; while in Bangalore it registered a definite rise, for labour sought casual employment in military establishments. In Gwalior also, absenteeism has come down by nearly 50 per cent., the desire of the workers to earn sufficient wages to meet the increased cost of living being the main cause.

Turnover is high in new and small units. No attempts, such as standardisation of wages, payment of bonuses, gratuities, etc., have been made to arrest it. It is very high at Gwalior.

Workers are generally recruited at the factory gates. Bangalore potteries draw some persons from the local employment exchange. At Gwalior, the friends and relatives of those already in service are given preference over others in the matter of employment.

There are no labour officers except at two of the sampled units in Calcutta.

There are no standing orders either in Gwalior or in any of the sampled units in Calcutta. The Bangalore units have however, to furnish compulsorily a statement of such orders to the Registrar of Labour Associations. Only one of the samples supplied the orders, which primarily relate to hours of work, wage rates, holidays, pay days, shifts, leave, personal search, termination of service and other rules of conduct and discipline. These are binding on the employees.

There are no fixed wage rates or scales of promotion. The general level of wages and earnings as is shown in Table LII seems to be higher in Calcutta, because living is costlier and the industry is largely a war-time growth carrying war-time wages. Since 1942 there has been a general up-grading of 25 per cent. in basic wages, though in stray cases it reached 50 per cent. In Bangalore, there has been no change in basic wages. The following table gives the percentages of workers in different wage and income groups in the three sampled centres.

TABLE LII.

Serial No.	Group	Basic Wages.			Net Earnings.		
		Calcutta.	Bangalore.	Gwalior.	Calcutta.	Bangalore.	Gwalior.
1	Less than 4 annas	..	..	..	..	..	..
2	As. 4 to As. 5/11 ..	..	..	9.2	9.2	..	..
3	As. 6 to As. 7/11 ..	..	..	36.4	10.7	..	..
4	As. 8 to As. 9/11 ..	..	..	32.0	37.0	..	..
5	As. 10 to As. 11/11 ..	..	..	13.7	30.4	1.1	24.8
6	As. 12 to As. 13/11 ..	..	..	0.2	7.8	12.9	57.7
7	As. 14 to As. 15/11 ..	..	..	3.2	..	..	31.8
8	Rs. 1 to Rs. 1/1/11 ..	..	..	1.6	2.7	29.5	0.4
9	Rs. 1/2 to Rs. 1/3/11 ..	..	..	0.5	..	..	33.5
10	Rs. 1/4 to Rs. 1/7/11 ..	..	..	1.6	2.2	26.3	9.0
11	Rs. 1/8 to Rs. 1/11/11 ..	..	..	0.4	..	14.0	4.8
12	Rs. 1/12 to Rs. 1/15/11 ..	..	..	0.9	..	3.9	2.1
13	Rs. 2/ to Rs. 2/3/11 ..	..	..	..	..	4.5	0.4
14	Rs. 2/4 to Rs. 2/8/- ..	..	..	..	..	4.7	0.7
15	Over Rs. 2/8/- ..	..	..	..	..	3.1	0.1
	Total	100.0	100.0	100.0	100.0	100.0	100.0

Dearness allowance is given at four samples, one each in Calcutta and Gwalior and two in Bangalore. One month's wages as bonus were allowed at one sample each in Calcutta and Bangalore. The Gwalior unit gave 2 months' wages as bonus in June 1945.

Overtime is not compulsory and records for it are maintained. These are open to inspection but are generally not looked into. Calculations are ordinarily made in accordance with the Factories Act. At one sample in Calcutta, overtime is paid for immediately after its completion; and one sample in Bangalore pays $1\frac{1}{4}$ times the usual rates. At Gwalior, overtime is paid for at the ordinary rate.

Fines for late attendance, misbehaviour, faulty work, etc., are levied only at three samples, one each in Calcutta, Gwalior and Bangalore. In the first case, these are refunded to the workers after they show some improvement but, in the remaining two cases, these are remitted to the State Treasury. In Bangalore, besides subscriptions for the labour associations, the two sampled units make such legal deductions as are permissible in respect of dues to the co-operative society, provident fund, house rent and lighting charges.

In Calcutta, skilled and supervisory staff are paid monthly, while the others are paid either weekly or fortnightly. As a result of the Japanese bombing of 1942, when shopkeepers declined to sell on credit, wages have been paid weekly or fortnightly. The wage period in Bangalore and Gwalior is the calendar month.

Generally speaking, Sunday is the regular weekly close day, though one sampled unit was seen working even on Sundays. In addition to 15 days' casual leave to 28 'permanent' workers in one unit in Calcutta, 7 to 15 holidays are usually enjoyed, though the daily rated workers are not paid for them. One unit also allows 2 months' leave without pay to such workers as are anxious to go home and assist in agricultural operations. One unit in Bangalore gives 10 holidays in a year, out of which only 2 are with pay. The second unit grants 7 days' sickness and 24 days' earned leave.

There are no overlapping shifts. In Calcutta, normally, 4 shifts are worked, of which one is a general shift. In Bangalore, 3 shift system is in force, though, in one unit, it is confined to firing section only. The factory at Gwalior works only one shift.

In Calcutta and Gwalior there is a complete absence of satisfactory arrangements for sanitation. In Bangalore, however, provisions for lighting and ventilation are more satisfactory, though, in one sample here, in another sample at Gwalior and in all samples in Calcutta defects regarding guarding of belts & escape of smoke and fumes were noticed. Latrines and urinals were dirty in two centres.

Three samples in Calcutta had their own dispensaries, two under part-time L. M. F.'s and the third under an M. B. In Bangalore, both the units, kept first-aid chests and a few simple medicines. Provision was made for an L.M.F. Sub Assistant Surgeon who visited the units twice a week for which he was paid an honorarium. The sample at Gwalior provides no medical facilities. There is no arrangement for periodical medical examination. No occupational disease is reported from any unit.

Though the number of women workers is not inconsiderable in Calcutta and Bangalore, yet no *creches* are maintained at any of the sampled units.

There is a canteen at one unit in Bangalore. It supplies light refreshments and cold drinks at market rates.

Violations in respect of rest days, over-work and fencing of machinery were noticed.

The following Tables give in a nutshell the whole position in regard to different aspects of civil condition.

TABLE LIII.
Showing classification of workers according to religions.

Religion.				Calcutta. %	Bangalore. %	Gwalior. %
Hindus	..	..	..	81.9	94.6	80.00
Muslims	..	..	..	18.1	3.8	20.00
Others	..	..	..	0.0	1.6	..
Total				100.00	100.00	100.00

TABLE LIV.

Showing marital condition.

Centre.	Calcutta. %	Bangalore. %	Gwalior. %
Married	73.3	54.9	71.25
Unmarried and widowers	26.7	45.1	28.75
Total ..	100.0	100.0	100.00

TABLE LV.

Centre.	Calcutta. %	Bangalore. %	Gwalior. %
Literate	30	50.3	26.25
Illiterate	70	49.7	73.75

TABLE LVI.

Showing dependency.

Dependants.	Calcutta. %	Bangalore. %	Gwalior. %
Without	17.9	33.3	17.50
With	82.1	67.7	82.50
Total ..	100.0	100.0	100.00

62.4 per cent., 22 per cent. and 58.75 per cent., of the workers were in debt in Calcutta, Bangalore and Gwalior respectively, the average amount of debt per indebted person being Rs. 138, Rs. 203 and Rs. 192. The main causes were domestic needs and marriages.

Only in one unit in Bangalore, the benefits of provident fund are extended to the workers.

One unit in Bangalore helps its workers in the erection of their houses—

(a) by providing rent-free sites, and

(b) by supplying bricks (often broken) free of cost.

So far, 22 houses have been built under the scheme, but these are *usually* back to back. There is only one common tap for all workers but there are no latrines. Dwellings of other labourers which are scattered over different localities are mostly one-roomed; subsidiary rooms are almost unknown. The density of occupancy is 3.6 and 3.4 persons per 100 square feet in Bangalore and Gwalior respectively. Drainage, ventilation and lighting are generally unsatisfactory. Workers in Calcutta live mostly in *bustees*, the description of which has appeared in my report on rickshaw pullers.

A. MUKHTAR.

SIMLA :

The 8th June 1945.

APPENDIX.

QUESTIONNAIRE.

Name of concern.....Location.....

Name of Proprietor.....District.....
or Managing Agent.

Date of Establishment.....Province.....

A. EMPLOYMENT.

1. State the average daily number of workers (other than the clerical staff) employed in August 1939 and in January 1944, or at date of enquiry as follows :—

- (a) Total number of workers.....
- (b) Number of piece-rate workers
- (c) Number of time-rate or salaried workers.....

	Men.		Women.		Children.	
	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.	Aug. 1939.	Jan. 1944.
(i) Employed and paid directly						
(ii) Employed and paid through						
(iii) Employed through contractors but paid directly.						

2. If you have any statistical information regarding the length of service of operatives in your concern, please give it in the following form :—

- Those between 0 & 1 year of service,
- Those between 1 & 5 years of service,
- Those between 5 & 10 years of service, and
- Those over 10 years of service.

3. Are your workers classified as permanent and temporary ? Give the percentage in each category and describe the privileges of each type of workers.

4. State the system of apprenticeship for ordinary and supervisory posts and terms, if any.

Is the apprenticeship period counted towards total service ?

5. Is there any system of graded or time-scale promotion ? If so, give details.

6. State the labour turnover in your concern for the years 1939 and 1943 or any recent years in the form below :—

Average daily number of workers employed during the month or year.	Total number of workers who left during the month or year.					
	Permanent.			Temporary.		
	Retirement.	Dismissal.	Voluntary.	Retirement.	Dismissal.	Voluntary.

What are the reasons for the labour turnover, if any ? Suggest measures for reducing it.

7. Supply figures of absenteeism in your concern for the years 1939 and 1943. What are the causes of absenteeism and how would you reduce it ?

8. Are there any Standing Orders governing the relationships of employers and employees ? Please supply a copy of the same, if possible.

9. (a) How do you recruit labour ? Explain the system of recruitment fully.

(b) Have you a Labour Officer to enquire into the grievances of workers ? If not, what other machinery have you set up for this purpose ?

B. WAGES AND EARNINGS.

10. What are the wage-rates for different types of workers ? What changes have occurred in basic wages, salaried and piece (exclusive of allowances, etc.) since August 1939 ?

Does contract labour receive the same rates of wages as labour directly employed in the same or similar occupations ?

11. Please describe in brief the principles determining the fixation of your wage rates for all classes of employees.

12 Please give details of dearness and other allowances, bonuses and gratuities paid to workers since the outbreak of the War and state which of these is temporary and which is permanent. Are any conditions attached to the payment of these allowances ?

13. Give details of the wages and earnings of workers who have worked the same number of days in the wage period from.....to..... in the form attached at the end of this Questionnaire.

14. How is overtime calculated and paid for ? Is overtime work compulsory ? Do you maintain any registers for recording overtime ? Are these available to the workers or their representatives for inspection ?

15. What deductions are made from wages ?

16. Is there a Fine Fund ? What is the amount outstanding in it and how is it utilised ? Who is in charge of its disposal ?

17. What are the periods of wage payment for different kinds of workers ? How long after the end of the wage-period are wages paid ?

18. Are there any regular closed days in the month in your concern ? What holidays (other than for festivals, etc.) are given to workers ?

C. WORKING CONDITIONS.

19. How many shifts are worked in your concern ? What is the number of hours of work in each shift and the times of commencement and ending ? What is the total spread-over, i.e., the relation between hours worked and hours during which worker is on call ?

20. If any multiple or overlapping shifts are worked, describe their arrangement.

21. State the conditions of ventilation, lighting (natural and artificial), congestion (i.e., floor area per worker), flooring, protection against heat, etc.

22. Are shelters provided for employees during rest intervals ? Give their dimensions, structural details, seating arrangements, etc.

D. WELFARE ACTIVITIES.

23. Give an account of sanitary arrangements, water supply, latrines, urinals, washing and bathing facilities, etc., and their distances from the concern. Is cool water supplied in summer ?

24. Is there any dispensary or hospital for workers and their families ? If so, state the number of cases treated every day, prevalent diseases, qualifications of doctors in charge, their emoluments, etc. What is the system of medicine ? Can any of the diseases workers suffer from be called occupational in character ? Is there any periodical medical examination of workers ?

25. Is any canteen provided or arrangements made for tea, cold drinks, light refreshments, etc. ? Who runs them and how are profits, if any, utilised ? Describe conditions of contract, if any, and compare sale prices of articles supplied with market prices.

26. Do you maintain a *creche* for the benefit of your women workers ?

27. What are the facilities available for the education of adult workers and their children ?

28. Is there a grain shop for workers ? What are the commodities supplied and how do their prices compare with market prices ?

E. HOUSING ACCOMMODATION.

29. Give details of housing provided by the employer with reference to :—

- (a) Proportion of workers housed,
- (b) Rentals,
- (c) Types of houses,
- (d) Congestion,
- (e) Sub-letting, and
- (f) Sanitation and water supply.

30. If workers live in their own houses or in houses provided by private landlords or public bodies, state their condition carefully.

F. TRADE UNIONS AND STRIKES.

31. Have workers formed any trade union ? State membership, monthly subscriptions, etc. Has there been any agreement regarding wages, hours of work, employment, dismissal, etc. Please supply a copy of agreement, if any.

32. Is there any works committee ? Give its constitution and an account of its activities.

33. Give details of strikes in your concern during the last fifteen years. What were the causes of such strikes and how were they settled ? How far were the demands of the strikers satisfied ?

G. SAFETY ACTS, ETC.

34. Does the concern come under the Factories Act ? If so, are the provisions of the Factories Act complied with ? Give dates of visits of Factory Inspectors during the past ten years and extracts from the remarks in the Factory Inspection Book.

35. Are the provisions of the following Acts observed in your concern :—

- (1) Electricity Act,
- (2) Payment of Wages Act,
- (3) Workmen's Compensation Act, and
- (4) Maternity Benefit Act.

What action have you taken to acquaint your staff with the provisions of these Acts ?

36. Give the number and nature of cases of occupational diseases reported in the last 10 years. Is there any provision of medical facilities for the treatment of occupational diseases ?

37. State the number of accidents which occurred in 1943. Was any compensation paid ? If so, how much and in how many cases ?

H. INDEBTEDNESS.

38. Are the workers indebted ? Give an idea of the extent of their indebtedness and the causes responsible for the same.

39. What is the usual rate of interest charged from the workers ? What remedial measures have been enforced by the Government to reduce this indebtedness ? How far have they been successful ?

I. GENERAL.

40. Please supply a copy of the Provident Fund rules, if any, *especially* in reference to :—

- (a) Membership,
- (b) Contributions,
- (c) Rate of interest,
- (d) Investment, and
- (e) Conditions of claims on employer's contributions.

41. Give details of pension schemes and gratuities, if any. Please supply a copy of the rules.

WAGE FORM FOR AD HOC SURVEYS

Industry..... Name of Establishment..... Location.....
 Information relating to the period from..... to.....
 Number of days worked by the concern during the above period.....
 Number of days to which wage figures below refer.....

•Notes :—(i) Figures of earnings should pertain to workers who have worked the same number of days in the period selected. The period selected should preferably be a complete calendar month and Supervisors should make every effort to obtain information from different establishments for the same month.
 (ii) * Average * here means the arithmetical average of the wages, gross earnings, and net earnings respectively, of the largest number of employees in an occupation, selected as having worked for the same number of days.

Name of Occupation.	Number of workers employed in this occupation.	Piece or Time.	Basic Wage earned. (Excluding overtime).			Gross Earnings including basic wages, overtime, allowances, bonuses, etc.			Net earnings (Gross earnings minus deductions).			Remarks.
			Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	Maximum.	Minimum.	Average.	
	Men	{ (a) Piece. (b) Time.										
	Women	{ (a) Piece. (b) Time.										
	Children	{ (a) Piece. (b) Time.										

LABOUR INVESTIGATION COMMITTEE
GOVERNMENT OF INDIA



REPORT
ON
AN ENQUIRY INTO THE
CONDITIONS OF LABOUR
EMPLOYED IN PORTS

BY
S. R. DESHPANDE

PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
PRINTED BY THE MANAGER, GOVERNMENT OF INDIA PRESS, SIMLA
1946

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PREFACE.

The Tripartite Labour Conference at its meeting in September 1943 recommended the setting up of a machinery to investigate questions of wages and earnings, employment and housing, and social conditions generally, with a view to provide adequate materials on which to plan a policy of social security for labour. In pursuance of that resolution, the Labour Investigation Committee was appointed by the Government of India by Resolution No. L-4012, dated the 12th February 1944 to carry out the investigations. The Committee was instructed to extend its investigations generally to all industrial and semi-industrial labour covered by the Royal Commission on Labour in their Report, with the addition of certain other categories. The Committee was asked by the Government of India to decide in each case the most suitable manner of conducting the enquiry. The Government, however, considered that the method of enquiry should not merely consist of sending out questionnaires to Government agencies and Employers' and Workers' Associations, but should also comprise specific enquiries in individual concerns based on representative sampling.

2. In India, in spite of the quite comprehensive enquiries made by the Royal Commission on Labour and a few Committees appointed by the Provincial Governments, there have remained large lacunae in regard to information on labour conditions in several industries. In particular, broadly speaking, the method of direct enquiry on the spot has not been adopted on a sufficiently wide scale so as to cover the entire industrial structure. Moreover, certain industries, like cotton textiles and coal mining, have received greater attention than others, and even as regards these industries, comprehensive information on an all-India basis has not been available. With a view to making up this deficiency as well as to bringing the available information up to date, the Committee decided that *ad hoc* surveys should be carried out in various industries so as to secure a complete picture of labour conditions prevailing in each. The following industries were selected for the purpose :—

A. *Mining*. (1) Coal. (2) Manganese. (3) Gold. (4) Mica. (5) Iron Ore. (6) Salt.

B. *Plantations*. (7) Tea. (8) Coffee. (9) Rubber.

C. *Factory industry*. (10) Cotton. (11) Jute. (12) Silk. (13) Woollen. (14) Mineral Oil. (15) Dockyard. (16) Engineering. (17) Cement. (18) Matches. (19) Paper. (20) Carpet weaving. (21) Coir matting. (22) Tanneries and Leather Goods Manufacture. (23) Potteries. (24) Printing Presses. (25) Glass. (26) Chemical and Pharmaceutical works. (27) Shellac. (28) Bidi-making, Cigar and Cigarettes. (29) Mica Spitting. (30) Sugar. (31) Cotton Ginning and Baling. (32) Rice Mills.

D. *Transport*. (33) Transport Services (Tramways and Buses). (34) Non-gazetted Railway Staff.

E. *Other types of labour*. (35) Port Labour. (36) Municipal Labour. (37) Central P. W. D. (38) Rickshaw Pullers.

3. The main contention on which the *ad hoc* surveys have been based is that information should be collected on the spot by direct enquiry conducted with the help of the Committee's own staff and that this information should, as far as possible, conform to the sampling methods widely adopted in such work. Owing to great variations in the character of the different industries, however, there could not be a complete uniformity in regard to the methods which had to be adopted to suit the peculiarities of particular industries and centres. For instance while there are only a few centres and units in certain industries such as potteries, mineral oil, gold etc., in other industries, such as

textiles, engineering transport services, plantations, tanneries, bidi-making, etc., a very large number of centres and units in different provinces (and even States) had to be covered. Moreover, some of the industries are modern industries of the large-scale type, wherein factory legislation applies more or less entirely, while others are indigenous handicrafts or small-scale industries, where factory legislation is either inapplicable or partially applicable. Thus, information has not been uniformly available in advance as regards the size, location and ownership of industrial units, such as is necessary before decisions for sampling are taken. Consequently, the technique of representative sampling had to be modified and supplemented so as to obtain whatever information of a reliable character was available. As far as possible, however, in all industries important centres were covered. In each of these centres units were chosen on a sample basis, but it was possible in a few centres to cover all units. The final lists of centres of survey and individual establishments were made out in the light of the impressions gathered during the course of the preliminary tour and in consultation with local authorities. The guiding principle in the selection of centres of survey was to make the survey regionally representative so as to discover differences in the conditions of labour in the same industry in different parts of the country. The selection of individual concerns was generally based on considerations, in order of importance, of (a) size, (b) ownership (private or limited) and (c) whether subject to statutory regulation or not. In this connection it may be stated that the Committee were greatly handicapped in sampling the units owing to the lack of complete information regarding location and number of units in the selected industries. Unfortunately there are no all-India employers' organisations in some of the organised industries, nor are the statistics maintained by the Central and Provincial Governments at all complete. Moreover, in certain unorganised industries such as shellac, carpet-weaving, bidi-making, etc., owing to their very nature, no such information could have been readily available in advance. In certain cases, therefore, owing to these difficulties as well as transport difficulties and other exigencies, the sampling could not be fully adhered to. Nevertheless, the Committee have been anxious to gather in the maximum possible information in the limited time at their disposal and with a view to this, they have cast their net as wide as possible. The main instruments of the *ad hoc* survey were the Questionnaires. These were of two kinds :—(a) the main *ad hoc* survey questionnaire on points likely to be common to all industries surveyed, and (b) supplementary and special questionnaires in respect of certain industries, such as plantations, mines, railways, rickshaw pullers, port labour, municipal labour, glass, shellac, mica, etc. The main questionnaire was accompanied by a tabular form for entering wage data and this was used wherever possible. In the case of certain surveys, however, such as salt, paper, cotton, woollen and jute textiles, dockyards, silk, cement and gold mining, it was possible to conduct a wage survey on a sample basis. The chief method of collection of data was by personal investigation of industrial establishments, examination of their records and contact with labour in factories and homes. The information thus collected was supplemented and checked with replies to the Questionnaires received.

4. For the purpose of conducting enquiries, a sufficiently large field staff consisting of 16 Supervisors and 45 Investigators, was appointed. Before the commencement of field work, all the Supervisors (with the exception of those working in Bengal) were called to the Committee's headquarters at Simla and given detailed instructions on the technique and scope of the enquiries to be conducted by them, the manner in which they were to submit their data, and the centres and units which they were to investigate. In addition, both Supervisors and Investigators were provided with written instructions regarding the

use of questionnaires, sampling of concerns (where this could not be done in advance), filling of the wage forms, etc. In particular, they were asked not only to collect information on the spot but also to draw upon every other possible source of information. In doing so, they were required to distribute copies of the questionnaires in the centres assigned to them not only amongst the sampled units but also amongst Employers' and Workers' associations in the industry and such other associations and individuals as were likely to be interested in the subject. They were also asked to get into touch with officials of Central and Provincial Governments connected with labour and obtain such facilities as might be necessary in doing their work.

5. As far as the field work in Bengal was concerned it was done by the staff of the Committee under the guidance and supervision of the Labour Commissioner, Bengal, and his subordinate officers. Members, however, paid visits to selected centres and units in Bengal to obtain first-hand knowledge of local labour conditions.

6. The Committee's survey covered all Provinces with the exception of the North-West Frontier Province where none of the industries selected for survey was sufficiently important. It extended to many of the Indian States also, such as Kashmir, Patiala, Gwalior, Baroda, Mysore, Sandur, Travancore, Cochin, Bundi, Indore and some of the States of the Eastern States Agency. No Survey was undertaken in the Hyderabad State as that State preferred to appoint its own Labour Investigation Committee, with terms of reference identical to those of this Committee, for enquiry into local labour conditions.

7. In dealing with the *ad hoc* survey work, several courses were open to the Committee :—(i) the Committee, as a whole, to study each industry, (ii) the surveys to be distributed region-wise and each Member put into charge of a region, and (iii) each Member to be entrusted with a few surveys throughout India. With a view to speedy and efficient work, the third course was actually adopted. This departure from the usual procedure of the Committee as a whole dealing with the work was necessary in view of the immensity of the task and the necessity of maintaining an all-India perspective. Moreover, it was felt that this procedure would enable Members to make a specialised study of labour conditions in individual industries in different parts of the country. It was also felt that the peculiar problems of industrial labour had more an industry-wise than a region-wise dispersion and that the procedure would be helpful to future legislation which has to take into consideration the diversified conditions of each industry. It will be seen, however, that in the Reports the factual material has been presented both on an all-India and on a regional basis.

8. Thanks and acknowledgements are due to Provincial Governments, State Authorities, Labour Commissioners (and particularly the Labour Commissioner, Bengal), Directors of Industries, Chief Inspectors of Factories, Port authorities, local bodies, employers' and workers' associations, managements of the units surveyed and all others who rendered help in the collection of the data presented in these Reports.

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Secretary.

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ACKNOWLEDGMENTS

The information incorporated in this Report was collected by the Supervisory staff of the Committee to whom my thanks are due. The various Port authorities also sent in detailed replies to the Committee's Questionnaire which have been found most useful in the preparation of this Report. During my personal visits to these Ports, the authorities were extremely helpful for which I am indebted to them. In getting the manuscript finally ready for the press, I have received great assistance from Mr. S. R. Sundaram, one of the Supervisors of the Committee.

PART I.

CHAPTER I.—INTRODUCTION.

Taking into account the small and the large ones, there are some 30 ports in India. Of these, Calcutta, Bombay, Madras, Karachi, Chittagong and Cochin may be regarded as the principal ones. The administration of the affairs of all the principal ports is vested in bodies specially constituted for the purpose. These bodies are known either as Port Trusts or Port Commissioners.

The following table contains information regarding the income and expenditure of five of the principal ports during the year 1937-38.*

TABLE I.

Ports.							Income.	Expenditure.
							Rs.	Rs.
Calcutta	..	..	..	..	..	..	3,23,85,622	3,18,40,188
Bombay	..	..	..	..	..	..	2,81,35,096	2,57,77,548
Madras	..	..	..	..	..	..	37,29,559	31,25,423
Karachi	..	..	..	..	..	..	83,16,267	68,41,245
Chittagong	..	..	..	..	..	..	6,76,488	6,65,932

It will be seen from the table that from the point of view of the income and expenditure, Calcutta and Bombay rank first and second respectively, Karachi being the third in order of importance.

For purposes of the present survey, detailed enquiries regarding labour conditions were made only in the principal Ports, such as Bombay, Calcutta, Karachi, Madras and Cochin. The number of persons employed in these Ports at the time of the enquiry was about 70,000. This figure includes labour employed by stevedores, contractors, etc. In dealing with labour conditions account has been taken only of the labour directly employed by the Port authorities but wherever information was available, reference has also been made to the conditions of work and wages of labour indirectly employed such as stevedore labour, contract labour, etc.

PART II.

REGIONAL SURVEY OF LABOUR CONDITIONS.

CHAPTER II.—BOMBAY.

Employment.

The total number of persons employed directly or indirectly by the Bombay Port Trust was about 26,000 at the time of the present enquiry. The contract labour employed is known as Toliwalla labour. The other three categories of labour are stevedore labour, barge and launch labour and Bunder labour. The following table sets out the different categories of workers in the Trust. There is very little employment of female labour in the Port of Bombay.

*The Indian Year Book, Times of India, page 389.

TABLE II.

Agency through which employed.	Men.	Women.	Total.
1. Bombay Port Trust	16,753	262	17,015
2. Stevedore Firms	5,000	..	5,000
3. Barges and Launchmen Firms	2,000	..	2,000
4. Bunder	1,500	500	2,000
Total	25,253	762	26,015

As already stated in the introductory part of this report, the present enquiry deals only with labour recruited by the Port Trust directly and does not include other types of labour working in the Port, such as stevedore labour, Bunder labour, etc. More than half of the labour employed by the Port is employed directly. The following statement shows the various categories of labour according to departments :—

TABLE III.

Agency of Recruitment.	Engineer- ing Depart- ment.	Docks Depart- ment.	Railway Depart- ment.	Mis.	Total.
Employed directly	7,122 +262	831	1,006	631	9,852
Employed through contractors	..	7,163	..	..	7,163
Total	7,122 +262	7,994	1,006	631	17,015

As regards the labour employed directly by the Trust, it is mostly recruited by the departmental heads at the gates. Curiously enough, all these workers are called ' temporary ', although they enjoy almost all the privileges usually enjoyed by permanent hands, such as eligibility to contribute to the provident fund etc. Except for workers in the Engineering Department which is the most important numerically, there is no system of apprenticeship in any other department. In the Engineering Department the period of apprenticeship is five years and the apprentices are paid Re. 1|- per day in the first year with an increment of four annas every year. In the fifth year they get Rs. 2|- per day. Apprentices have the same privileges as temporary workers.

Recruitment.—For a long time now there has existed in the Port of Bombay a system of recruiting labour for purposes of loading and unloading through petty contractors known as Toliwallas and almost the whole of the labour required for this purpose is recruited through them. The system is as follows :—

In order to make sure of the requisite supply of labour the Trust authorities keep on their register a list of approved toliwallas who make a small deposit with the Trust. Each Toliwalla has attached to himself a number of workers whom he recruits from among persons known to him or from those belonging to his village. In case of urgency he supplements this labour force by local

recruitment in the city. From enquiries made from the Toliwallas it is understood that in regard to the labourers whom he recruits from his village he pays the transport charges to Bombay and gives them advances from time to time for their day-to-day needs. It is not unusual for some of the Toliwalla labour to board and lodge with him. These persons work in gangs of about 14 persons. The Port Trust has no direct control over their terms and conditions of work. The Port authorities have, however, fixed a minimum daily wage rate for these men which, at the present time, is Rs. 1-12-0. For the compulsory idleness of his workers on days on which there is an insufficiency of work, the Toliwalla is also given an allowance called the idleness allowance. The rate of this allowance is half a day's wages for idleness of 2 hours or more. The Trust authorities pay the Toliwallas on the tonnage cleared at a fixed rate and it is for the Toliwalla to decide as to what wages should be paid to each of the persons employed on a particular job subject to the minimum laid down by the port authorities. Although there are registers showing the number of persons belonging to the Toliwalla's gangs working on a particular day, there are no separate registers to show as to what were the wages actually paid to them on that day. Many problems arise in regard to the recruitment and payment of Toliwalla labour and this has been the subject matter of consideration by the Port authorities for a long time. As will be seen from a subsequent section, both the Madras Port authorities and the Bengal Port authorities have now decided to do away with such paid contractors for purposes of loading and unloading and to engage such labour direct. The main problems in regard to these men are :—

(1) The authorities have no control over the conditions of employment of the labour and there are complaints that the men do not get a fair deal from the Toliwallas.

(2) As it is difficult to anticipate as to what work will be available on a particular day or during a particular week, the Toliwallas, it is alleged, often keep a larger labour force than is required to provide steady employment throughout the month to his men. The result is that, in ordinary times, many of these men do not get work throughout the month and have to spend many days in the month in idleness.

(3) It would appear from the registers maintained by the Port Trust that some of the Toliwallas get an opportunity to clear much more tonnage than others. One reason for this may be that Toliwallas having a larger number of labourers under them may be preferred in order that at the last moment there may be no shortage of labour. On the other hand, there seems to be a certain amount of discontent among the Toliwallas themselves that the work is not distributed evenly amongst them by the authorities.

Although as it stands, the system of recruitment and of working through Toliwallas appears open to grave objections, recently owing to the great activity in the Port of Bombay, the Toliwallas labour seems to be getting work steadily and to receive on the whole a fair deal. This may, however, not continue when times are more normal.

At the time of the enquiry there were no complaints on the part of the Toliwalla labour regarding payments, unfair treatment, etc. although in normal times there is a considerable amount of discontent over these matters.

The main weakness of the system is that the workers working under Toliwalla have no security of tenure as their retention depends on the goodwill of the Toliwalla himself.

While the Toliwalla is paid on the basis of a piece-rate, the men are paid on a time-rate basis.

Although the Trust authorities have little or no control over the Toliwalla labour in regard to their hours of work, wages, etc., they make themselves responsible for discharging their obligations in regard to the provisions of the Indian Dock Labourers Act, 1935, and the Indian Workmen's Compensation Act.

Absenteeism and Labour Turnover.—From the information supplied by the Trust it is seen that, in September 1943, the percentage of absenteeism varied in the different departments from about 9 to 14 per cent. It is highest in the Engineering department and lowest in the Railway department. No reliable information regarding absenteeism among Toliwalla labour is available but it is understood that absenteeism among them is not higher than in other departments of the Trust. Absenteeism is stated to be higher during the rains and immediately after pay and festival days.

So far as the employees directly engaged by the Trust are concerned the labour turnover among them is comparatively small being of the order of about 4 per cent.

There are no Standing Orders as such for regulating the relations between the employers and employees but the conditions of service of Trust employees are governed by the rules contained in the "Trustees Digest of pay and allowances".

Working Conditions.

The work of loading and unloading in the dock is done in the open air. Ventilation and lighting on the premises of the workshop are adequate. Sufficient number of latrines and urinals have been provided. No dining sheds or rest shelters are provided except at the Bombay Port Trust Workshop. The workers' representatives have urged that adequate provision should be made for providing rest shelters particularly for those employed in the night shifts.

Shifts and Hours of work.—The hours of work vary from department to department. The following table sets out the details regarding the hours of work in the different departments :—

TABLE IV.

Name of Department.	I Shift.			II Shift.			III Shift.		
	Hours of work.	Actual No. of hours of work.	Spread-over.	Hours of work.	Actual No. of hours of work.	Spread-over.	Hours of work.	Actual No. of hours of work.	Spread-over.
Engineering—									
(a) Hydraulic Establishment ..	8 a.m. to 5-30 p.m.	8½	9½	7-30 p.m. to 3-30 a.m.	8	8	..	..	..
(b) Carnac Bunder and Alexandra Dock Pumping Station.	6-30 a.m. to 2-30 p.m.	8	8	2-30 p.m. to 10-30 p.m.	8	8	10-30 p.m. to 6-30 a.m.	8	..
(c) Loco Shed, Wadala ..	8 a.m. to 8 p.m.	12	12	8 p.m. to 8 a.m.	12	12	..	..	..
(d) F. C. Sams ..	7 a.m. to 7 p.m.	11	12	7 p.m. to 7 a.m.	11	12	..	..	..
	Interval 12-30 to 1-30 p.m.			Interval of an hour.					
Docks.									
Railway, ..	} No fixed hours.	..	..	..	..	..	..	..	..
Port ..		..	..	..	..	..	..	..	..

Speaking generally, except in the Docks, only one shift is worked. In some departments such as Engineering, in certain sections, two or three shifts are occasionally worked.

Wages and Earnings.

In the case of labour employed direct by the Trust there have been no changes in the basic wages rates since the pre-war period. The Trust has supplied the Committee with a statement giving the minimum and maximum wage rates in the Engineering department which is published as Appendix I. It will be seen that the minimum wage for coolies is as. 13, the maximum being as. 15 per day. Certain types of unskilled workers, such as cleaners, get a minimum of 11 as. per day and a maximum of 14 as. per day. Skilled labourers such as black-smiths, boiler makers, fitters, carpenters, etc., get a minimum of Rs. 1-8-0 and a maximum of Rs. 3-0-0. The highest daily wage for a skilled worker such as chargeman is Rs. 5-0-0 per day.

A rapid wage survey was made on a sample basis in the numerically important occupations in the two principal Departments of the Trust, namely, the Engineering and Railway departments. The following statement contains the results of this survey.

TABLE V.

Occupation.	No. of workers employed.	Average daily basic wages.	Average daily net earnings.
		Rs. A. P.	Rs. A. P.
<i>Engineering Department—</i>			
1. Fitters	214	1 14 8	3 12 10
2. Turners	95	2 3 4	4 6 6
3. Carpenters	174	2 6 7	3 15 11
4. Boiler makers	85	2 6 4	4 6 8
5. Blacksmiths	57	2 1 0	3 9 11
6. Moulders	12	2 10 5	3 14 1
7. Welders	7	2 12 3	5 6 0
8. Painters	49	1 10 8	3 2 9
9. Rivetters	34	1 9 10	3 3 3
10. Rivet Boys	46	1 3 8	2 7 0
11. Coolies	379	0 15 10	2 5 4
Total	1,152	..	..
Occupation.	Total No. of workers in the occupation.	Average monthly wages.	Average monthly gross earnings.
<i>Railway Department—</i>			
Cabinman	29	Rs. a. p. 32 0 0	Rs. a. p. 53 4 9
Shunter	62	28 11 5	49 11 8
Hooksman	168	21 13 6	41 13 1
Pointsman	157	18 0 0	40 2 7
Bellman	48	18 0 0	41 14 0
Gateman	94	22 0 0	45 14 0
Watchman	34	19 0 0	42 14 0
Drivers	50	90 0 0	139 5 4
Fireman	48	40 0 0	76 3 0
<i>Railway Engineering—</i>			
Key-man	27	24 5 0	39 9 9
Gangman	539	20 10 4	35 11 11

In the absence of any wage registers for Toliwalla labour no statistical survey could be conducted. The Port Trust have, however, laid down that the Toliwalla must pay a certain minimum per day to their labour. This

minimum which was 15 as. per day in 1942 was raised to Rs. 1-4-0 per day in 1943 and has now been raised to Rs. 1-12-0 per day. The Toliwalla labour gets no dearness allowance.

It is understood that the Dock labour engaged on loading and unloading works on an average for 22 days in the month and makes between Rs. 40-0-0 to Rs. 50/- p.m. on an average.

The Toliwallas who belong to the same class as their labour make a considerable profit and occasionally their earnings run into figures. Their margin of profit consists of the margin between what they get from the Port Trust on piece-rates and what they pay to the workers. The main source of the Toliwalla's personal income is that while the tonnage rate is fixed on the assumption that 14 men will be employed in each gang, actually the number employed is on an average round about 10 only. There may be cases occasionally, especially in regard to fresh recruits, where the wage paid to the worker may be less than the minimum prescribed by the Port Trust. Moreover, sometimes when there is a pressure of work in the docks the Port Trust allow the Toliwalls to engage extra labour and this is paid for separately. On such occasions the Toliwallas, more often than not, make their own gangs do the work for a little extra remuneration and keep to themselves the margin of the profit.

Dearness Allowance.—The Port Trust pay a Dearness allowance to all their employees to the extent of 10 per cent. of their pay or monthly earnings exclusive of overtime, subject to a minimum of Rs. 16 per month. While this rate does not compare favourably with that prevailing in dockyards, it must be stated that the Port Trust have provided a cheap grain shop for all their employees, where articles at concession rates are sold and the monetary value of the concession works out to about Rs. 9-6-0 per worker per month on the basis that he takes advantage of the facility for himself and his family consisting of 3 members other than himself.

Period of wage payment.—For labour directly employed by the Port Trust the wage period is the English calendar month. Wages are paid on or before the 10th of the month following the one in respect of which they become due. Amongst the Toliwalla labour, those engaged on a casual basis (this is called ROKAD labour) are paid daily at the end of the day's work. For others, some of the Toliwallas make payment after the loading and unloading work in a particular ship has been completed. Most of them, however, pay at the end of the month. All Toliwallas give liberal advances to their permanent labour against the due wages.

Deductions and fines.—Deductions are made from wages on account of Provident Fund contribution, Income tax, House rent etc. and fines. Fining is not heavy and never in excess of the provisions of the Payment of Wages Act. The representatives of labour have, however, complained that while the incidence of fines is not heavy, fines are often imposed on flimsy grounds which causes a lot of irritation to the worker concerned.

Leave.—Employees of the Port Trust are ordinarily allowed 14 days leave on full pay per annum. No accumulation of leave is permitted. Leave is given only when an operative has worked for at least 6 months. Leave can not be claimed as a matter of right.

The representatives of the workers have complained of the inadequacy of the period of leave especially as the Trust has no system of granting any other leave, such as sick leave with pay to ordinary workers.

Overtime.—Owing to wartime conditions overtime is being worked in most of the important departments of the Trust. This is clear from the wage

tables which show that in some occupations the men are putting in very considerable overtime

The employees to whom the Factory Act applies are paid Overtime according to the provisions of the Act. In other cases for every 8 hours overtime work or a fraction thereof, overtime is paid at the rate of a day's wages. In some cases a fixed Overtime allowance equivalent to 10 per cent. of pay is granted.

In regard to Toliwalla labour overtime is sometimes worked for $1\frac{1}{2}$ hours during the day and $2\frac{1}{2}$ hours during the night for which the labour is paid at $1\frac{1}{2}$ and $1\frac{1}{2}$ times respectively, of the usual rates.

Housing.

The Trust have built housing accommodation for about 30 per cent. of their labour.

They have established two independent housing colonies for their workers, one at the Antop village and the other at Wadi Bunder. The two are under different managements. The former is under the control of the Labour Welfare Officer, while the latter is under the control of the Docks Manager.

Antop Village.—The colony comprises of 494 residential units. They are single-storied two-room cottages and each unit has a 'Chula' and 'Nahni' (washing place). Of these about 86 have also a covered verandah 4 ft. wide. The floor area of each unit is 180 square feet. It is not unusual for more than one family to stay in a single unit. The average number of persons staying in each unit is about 8. This gives a floor area of 22.5 sq. ft. per person. Each room has generally one window and two doors. Ventilation and lighting are satisfactory although, as a result of the workers' practice of putting up jute curtains over the doors and windows, there is less ventilation and light. Electricity has been provided for street lighting but Kerosene Oil lamps are used inside the homes. There are 17 water storage tanks in the colony but there are complaints that the water supply is inadequate. Common bathrooms, latrines and washing places have been provided for each block of houses. The general sanitation is poor as open drains pass through the centre with houses on both sides. This is made worse by the habit of the people of throwing garbage and filth into the open drains. The rents are Rs. 3-4-0 for scavengers, Rs. 6|- for Engineering employees and Rs. 5|- for Railway employees per month. There is a railway station close to the colony and a market is easily accessible. The Post office is also quite close. The distance from the colony to the Workplace is about 5 miles. Fifty new units are under construction. The Port Trust has employed a Welfare Superintendent and also a Sanitary Inspector to look after this colony.

The second housing colony is at Wadi Bunder. It consists of seven chawls. This colony houses two types of workers (a) scavengers and sweepers and (b) other labourers. There are 196 residential units for scavengers consisting of a single room and a common passage, while the general labourers are housed in four five-storeyed chawls built of concrete, consisting of about 200 residential units of the double-row type with a central corridor 8 feet wide. All these quarters are single-room tenements with a floor area of about 120 sq. feet. each. The average number of persons occupying a room is sometimes as high as twelve. Congestion is still more intensified by the habit of some families of taking in paying guests. On the upper floors the rooms are better lighted than those on the lower. Tap water is available only on the ground floor. Only 8 latrines and 8 bath rooms are provided for each floor. These chawls are in a most insanitary condition. Different rentals are charged to different types of employees. For instance, in the case of permanent employees they

are charged 10 per cent. of their monthly earning. Toliwalla labourers have to pay Rs. 5-8-0 for a room, while for sweepers, the rent fixed is Rs. 3-12-0 per month.

As there is a Railway Station close by, the workers do not find it difficult to go to their place of work.

In addition to the above two colonies, the Trust has built about 525 single, double and three-room quarters at various places in the Port area including quarters for crane-men at Carnac Bunder and quarters for Railway workers at Wadala. It is understood that a scheme for housing one thousand more workers is under the consideration of the Trust. In the allocation of housing accommodation the main factor considered is the need for the worker to live close to the place of work. It is understood that the Bombay Port Employees' Co-operative Credit Society is prepared to advance money for building houses.

Even in normal times, owing to its geographical position, the housing problem in Bombay City is somewhat acute and it is gratifying that about 30 per cent. of the Bombay Port Trust employees have been housed. However, there is at present very great overcrowding and congestion in the houses built by the Trust. Sanitation also seems to need attention both at the Antop Village and Wadi Bunder, the latter place in particular.

Welfare Work.

The Port Trust have a Labour Welfare Officer who is in charge of the several Welfare activities of the Trust and also attends to the grievances of the workers. The Trust undertakes welfare work both in the workers' colonies and also near their places of work. Both these types of activities are dealt with together in this section.

Medical aid.—The Trust has provided six free dispensaries on their Estates. These are usually kept open from 8.30 a.m. to 12 noon and again for a couple of hours in the afternoon. The hours of treatment are fixed with a view to providing the maximum of convenience to the workers. They are all in charge of full-time doctors and in some cases the doctors are assisted by compounders. Nearly 6,000 cases are treated per month at these dispensaries. The doctors are permitted private practice but this is restricted to the workers' families only. The home visits of the doctors are charged for according to the earning capacity of the employees. Medical relief is free for the workers and only the cost price is charged for the medicine supplied to the workers' families.

Apart from the dispensaries provided by the Trust at the Wadi Bunder chawls, a private doctor is allowed to practise in the chawls and is given accommodation for his dispensary, free of charge, on condition that the workers are given concession rates in respect of medical charges. The Bombay Presidency Infant Welfare Society also runs a Welfare Centre and Maternity Home in the Wadi Bunder colony. The building for the Home was provided by the Trust which also gives an annual subsidy of about Rs. 10,000 to the Home.

Education.—The Trust is conducting four Primary Schools for the benefit of the children of its employees near the houses built by them. There are no facilities provided for adult education although the Bombay Adult Education Committee conducted in the year 1943-44 about 41 literacy classes and three post-literacy classes in the various colonies of the Trust.

At the Welfare Centre in the housing colony at the Antop Village a Reading Room with Marathi and Gujarati weeklies has been provided, but few workers seem to be taking advantage of it.

Recreation.—At the housing colony in Antop Village, the Trust is running a well-organised Welfare Centre where both indoor and outdoor games are provided. The average daily attendance is about 100. There is a gymnasium

which is very popular. A Reading Room and a theatre have also been provided. The question of starting a similar centre at Wadi Bunder is under the consideration of the Trust.

Cheap Grain Shop.—All the employees of the Trust whether directly or indirectly employed can take advantage of the cheap grain shops which have been started. There are sixteen such shops in the various parts of the Trust Estates. Rationed food stuffs are sold to the employees and their families at concession rates which are appreciably lower than the controlled rates. Other articles are sold at cost price. It is estimated that a worker buying his ration from the Port Trust shop benefits to the extent of about Rs. 2-5-10 per month. If there are three other members in the family, the benefit to the family would amount to Rs. 9-6-0 per month.

No canteens are run by the Trust in the Dock area. It is understood that in 1943 five such canteens were started but had to be closed down for want of response from the workers. The workers in the Dock area generally buy refreshments from hawkers.

Co-operative Credit Society.—There is a long-established Employees' Co-operative Society which was started to encourage thrift among the employees of the Trust. Only those who are members of the Provident Fund scheme of the Trust are allowed to buy shares. The society has a capital of nearly Rs. 3,50,000. The shareholders are allowed to take loans from the Society to the extent of ten times the value of their fully paid-up shares, subject to a maximum of Rs. 5,000/-.

Provident Fund.—The Port Trust have one of the oldest Provident Fund schemes, having been started in the year 1883. It was at first open only to permanent employees but was later extended to temporary employees as well. A worker in order to be able to subscribe to the fund must have at least three years' continuous service in the Trust to his credit. An employee can contribute $8\frac{1}{3}$ per cent. of his wages, excluding overtime and dearness allowance and the Trust makes an equal contribution. On 31st March 1944 the total number of workers contributing to the Provident Fund was 4,700. Toliwalla labourers are however, not allowed to participate in the scheme. In addition to the Provident Fund scheme which is optional, the Trust has a scheme for the payment of gratuity to such of those as do not subscribe to the Provident Fund. Workers who have put in at least 15 years' continuous service are eligible for gratuity benefits. The payment is made at the rate of one month's actual pay for each completed year of service. The maximum payment permitted by way of gratuity is 30 months' pay.

Trade Unions.

A considerable proportion of the employees of the Trust have organised themselves into Trade Unions and at least three of the unions have now been established for a period of nearly 20 to 25 years. The largest amongst these is the Bombay Port Trust Employees Union having a membership of about a thousand persons. Except one which was recently started, all of them are registered under the Trade Unions Act and have also been recognised by the employers. These unions have, in all, a membership of slightly over 3,000. A striking feature is that one of the unions has built what is known as a Kamgar Sadan with a view to invest the Union funds usefully. The same Union is also conducting a co-operative credit society and maintaining a library for the use of its members. All the Unions have a death and retirement benefit scheme for their workers. These benefits amount $1\frac{1}{4}$ times the worker's contribution during the period of his membership.

The toliwalla labourers have not formed themselves into any union.

CHAPTER III.—CALCUTTA.

Employment.

Owing to the conditions created by the War, there has recently been very great activity in the Port of Calcutta with the result that the total number of persons employed has increased very considerably and according to estimates, the number employed was about 18,000, of whom about 8,000 are employed in loading, unloading and stacking of cargo alone. Such labour, which in other ports is either engaged by stevedores or through petty contractors, is now being employed direct by the Commissioners of the Port of Calcutta. The work of these men is supervised by the employees of the Commissioner and there are no gangmen or Sirdars employed for the purpose. All these men, unlike those in other Ports, are paid on the basis of time-rates. It is understood that this has not in any way affected their efficiency or the total output. Most of these workers are "militarised." From the information supplied by the authorities, it is understood that 23.78 per cent. of the employees are permanent and the rest temporary.

Labour is recruited through the officer in charge of each section. When a vacancy occurs generally, the employees themselves suggest names of their friends and relatives for filling it up. No contractors are employed for recruitment of labour and all the workers are employed and paid directly by the Trust.

The Labour Welfare Department of the Trust maintains service cards for the employees in which full details relating to them are recorded.

Apprenticeship.—There is no system of apprenticeship for ordinary workers. There is, however, an apprenticeship scheme for workers to be employed in the workshops.

Working Conditions.—Except for those who are employed in the workshops the rest of the workers have to work in the open. In the docks no rest shelters are provided, but it is understood that they would be provided after the War. The sanitary arrangement can be regarded as not being unsatisfactory. No separate arrangement exists for supplying cold water to the workers, but ice is supplied free of charge.

Leave.—In addition to Sundays, the employees of the Port Trust get about 15 holidays in the year on festival days and certain gazetted holidays, such as the King Emperor's Birthday. In regard to leave, the position is as follows :—

Permanent employees drawing Rs. 30 or less get leave equivalent to 1/24th of the period spent on duty, but do not earn any leave after they have earned 45 days' leave.

For those earning more than Rs. 30 leave is granted for one month for every 12 months' service.

Those on daily or on hourly rates of pay and temporary employees are not entitled to any leave unless they complete five years' service. After the completion of such period, they can earn leave equivalent to 1/24th of the period spent on duty provided that when the earned leave amounts to 45 days, the employees cease to earn additional leave.

Hours of Work and Shifts.—The hours of work vary according to the nature of work in the different departments. Speaking generally, however, for workmen and supervisory staff the hours of work are from 8 a.m. to 5 p.m. with an hour's interval on week days and 8 a.m. to 2 p.m. on Saturdays. Where shifts are worked, the duty hours are eight. Appendix II contains the details regarding the hours of work and shifts in certain selected departments.

Wages and Earnings.

Appendix III contains details regarding the wages of operatives employed in the various departments. It will be seen that in the majority of cases the workers are on fixed rates of pay without any graded scales. The minimum starting wage appears to be Rs. 18 for Khalasis, while the minimum graded scale is Rs. 18½ to Rs. 20 in the case of Watchmen. The least skilled workers such as Khalasis, get Rs. 18 per month. Skilled workers such as blacksmiths, masons, drivers, etc., get between Rs. 30 to Rs. 40 per month, while mistries get between Rs. 30 to Rs. 56 per month. It is understood that the monthly rate of pay of Khalasis has been revised from Rs. 10 to Rs. 18 per month.

The rate of dearness allowance is Rs. 14 per month to those getting up to Rs. 39 per month and Rs. 18 per month to those getting Rs. 39 to Rs. 250 per month. In addition to the dearness allowance, foodstuffs are sold to employees getting up to Rs. 250 per month at concession rates and it is estimated that the gain to the worker on account of this concession comes to about Rs. 6 p.m. Thus, including food concessions the monthly earning for a full month of the lowest-paid worker comes to about Rs. 38 per month. It is understood that recently a bonus scheme has been introduced and workers are given a bonus for good work over a period of time.

The wage rates for the different occupations are fixed in accordance with the nature of the duties attached to them. Skilled workers may be given a higher starting pay if there is a grade attached to that occupation. Wages of the workshop staff are calculated on the hourly basis though they are paid monthly. In the other cases, wages are calculated on the basis of all the days of the month including Sundays and holidays. The period of wage payment is a month. Wages are paid direct to the workers and not through any intermediary. Wages are not standardized and for the same occupation in different departments the rates vary.

Overtime is paid at 1-1/2 times the normal rate and on holidays it is paid at double the rates. In the case of workers to whom the Factories Act applies, it is paid at the rate of 1-1/4 times. The basis for calculating overtime is the number of daily hours and not the weekly hours.

Housing.

Approximately 40 per cent. of the workers employed by the Port Commissioners of Calcutta are provided with free quarters which are spread over in different localities, usually within a mile of the place of work. All the quarters are for single-men and contain one room and a verandah only. The average floor space per room is about 45 sq. ft. They are either in lines or in back-to-back tenements. They are mostly pucca structures and are given to the employees free of charge. They are brick-walled with tile or corrugated iron sheet roofs. The floors are cemented. On the whole they are not badly lighted and ventilated and compare very favourably with the housing provided by employers in other industries in Calcutta.

The arrangements for the supply of water and sanitation are not unsatisfactory. There are no bath rooms in these tenements. The quarters are allotted according to the importance of the duties to be performed by the persons concerned. Sub-letting or occupation by others is not allowed and the tenants are evicted on retirement or dismissal.

The Port Commissioners of Calcutta have a programme for the building of quarters for their employees after the War, although no detailed plans of the scheme are yet available. The Commissioners are of the opinion that employers should provide housing for their staff.

Welfare work.

Since 1937, the Commissioners for the Port of Calcutta have set up an organisation through which their employees can ventilate their grievances without fear of victimisation. In this connection two officers were appointed : one a Welfare Officer, and another, an Assistant Welfare Officer. The workers have direct access to these officers who are independent of the other departmental heads and can report direct to the Chairman who discusses with them every week the workers' grievances brought to their notice or detected during their enquiry. It is stated, however, that the response from the staff in the initial stages of this organisation was not satisfactory but that this organisation has filled a distinct gap between the Unions and the Administration. An arrangement has been effected with the two Port Unions to the effect that individual grievances should in the first place be reported to the Welfare Officer and that only matters relating to general questions or affecting a large section of the staff should be referred by them to the administration.

The Welfare Officer who is in charge of all welfare activities of the Port also runs the Inferior Staff Loan Fund. Under the rules of this Fund inferior servants with at least six years' service are eligible for loans equal to six months' pay or Rs. 300 whichever is less, repayable in equal monthly instalments not exceeding Rs. 30. Loans may be granted for marriages, house building and repairing, religious ceremonies, debt clearance, medical treatment, purchase of land, payment of land revenue, etc. The Commissioners advance the money at bank rate and the amount so advanced which was at one time over Rs. 3 lakhs, is now Rs. 1-1¼ lakhs. Interest is charged at the rate of one pie per rupee per month. It is reported that the amount of bad debts is surprisingly small. This Loan Fund and a Co-operative Society which have been started have proved of great service to the workers, the rate of interest charged being 6-1¼ per cent. in the case of loans taken from the Inferior Staff Loan Fund and 5-1½ per cent. in the case of loans taken from the Credit Society. A fairly large number of workers are indebted and when they borrow from outside sources, although, the rates of interest stated in the promissory notes are low, it is understood that the men have to sign for bigger sums than they actually receive.

The authorities maintain two well-equipped hospitals and one dispensary for the benefit of their workers where treatment is given free of charge to the employees and their families. In case of necessity the workers and their families can receive medical attention in their own homes from the medical officers of the Trust. There are also eight first-aid posts in different areas where the employees receive first-aid in case of accidents.

Canteens.—No canteens as such have been opened for the benefit of the workers but arrangements have been made in six places in the dock area and on the Calcutta Jetty for the supply of *chappattis* and cooked *dal* at about half the cost price of the *chappattis*. *Chattoo* and boiled grains are also sold to the employees at reduced prices in small quantities.

It is understood that recently an attempt was made to start common kitchens for bachelors but owing to the opposition of the Workers' Union, the experiment did not succeed.

Schools.—There is one school for imparting primary education to the workers' children.

The Welfare Department is doing considerable work for ensuring supplies of foodstuffs to the employees of the Trust, and 23 shops have been opened for the supply of essential articles of consumption. The supplies are made at

controlled rates to the staff who are members of the Defence of India Unit and at concession rates to those who are not members of the unit.

No adequate arrangements appear to have been made so far for the indoor and outdoor recreation of the employees but the Commissioners have provided three committees which arrange for recreational entertainments for their members.

Provident Fund.—There is a contributory compulsory Provident Fund for permanent employees for whom provision has been made in the budget. Any permanent employee who draws a pay of more than Rs. 30 per month subscribes 8-1/3 per cent. of his substantive pay every month and the Commissioners contribute an equal amount. An employee who draws a salary of Rs. 30 per month subscribes as. 8 per month and the Commissioners contribute an equal amount. There is also a non-contributory Provident Fund for the other workers. A gratuity amounting to 15 days' pay for every completed year of service is also given to the permanent staff for which provision is made in the budget. As less than 25 per cent. of the workers of the Trust are on permanent basis, it would appear that there is no provision for safeguarding the future of the bulk of the employees of the Trust.

Trade Unions.—There are two Unions of the employees of the Trust. Both of them are registered under the Trade Unions Act. The relations between the administration and the Unions appear to be, on the whole, cordial.

CHAPTER IV.—PORT LABOUR—KARACHI.

Employment.

Unlike other ports in the country, in the Port of Karachi, the loading and unloading of cargo is done by stevedore labour. Excluding such labour, the Trust employs on an average about 5,000 persons per day. No women or children are employed. As compared to the pre-war period, the volume of employment at the Port has almost doubled. There is a Labour Welfare Officer in charge of all labour matters but actually labour is controlled by three separate departments of the Trust, namely, the Chief Engineer's, Traffic Manager's and Deputy Conservator's. The largest number employed is by the Chief Engineer and his Deputy who is in charge of all workshops and engineering works. The Traffic Manager is in charge of stevedore labour which on an average numbers 650 per day and also looks after the labour employed in the warehouses and stacking areas and the watch and ward staff. About 500 persons are employed under the Deputy Conservator, mostly on harbour craft.

There is no separate agency for the recruitment of labour and all labour is engaged through Supervisors who work under the control of their respective heads of departments.

The workers are classified as daily and monthly-rated. Daily-rated workers are made monthly-rated after they have been on the rolls for a period of 5 years and have put in 1,320 days of attendance during the period. This is further subject to vacancies being available. Of the total labour force, about 45 per cent. are monthly and 55 per cent. daily-rated. As compared to daily-rated workers, those on monthly-rates, whether permanent or temporary, enjoy the following privileges :—

- (a) they are allowed to subscribe to the Provident Fund :

(b) they are entitled to 30 days' leave with pay in a year which can be accumulated up to a period of 90 days, and

(c) receive gratuity :

Hours of work and shifts.—Except for the Hydraulic Power House at Keamari which works three shifts of 8 hours each with an interval of half an hour, in the other departments there is only a single shift of 8-1/2 hours with an hour's interval. Work starts at 8 a.m. in summer and at 9 a.m. in winter. On Saturdays the working hours are 5-1/2 only from 9 a.m. to 2.30 p.m. When a night shift is worked, the hours are 8 p.m. to 12.30 a.m. and 1 a.m. to 5 a.m. There are no shelters for rest in the docks and workers who are off duty are seen sleeping under the trees. The construction of proper rest shelters appears to be an urgent necessity.

Wages and Earnings.

According to the authorities of the Karachi Port Trust, the basic wage rate of unskilled labourers prior to the War was As. 12 per day. The present basic rate is As. 14 per day. All workers when made monthly-rated are put on a definite time scale of wages. The employees are either daily-rated or monthly-rated.

Appendices IV (A) & (B) contain the rates of wages of monthly-rated workers in certain skilled, semi-skilled and unskilled occupations. There are different grades in the same occupation. For instance, some fitters are in the grade of Rs. 50—2—60, while others are in the grade of Rs. 30—2—46. It is understood that recently the scales of pay of some skilled and unskilled workers have been revised in an upward direction for the duration of the War.

Dearness allowance.—Till recently, daily-rated men used to get dearness allowance at the rate of As. 6 per day, but it has since been increased to As. 8 per day. Monthly-paid employees drawing up to Rs. 130 p.m. are paid Rs. 13 p.m., while those above this limit get 10 per cent. of their pay as dearness allowance per month. In addition, a house-rent allowance at the rate of Rs. 5 p.m. is given to clerks and menial employees and also to Chowkidars of the Traffic Department if free quarters are not made available to them. No bonuses are paid. Overtime is paid according to Rules made under the Factories Act and also in accordance with the following Schedule:—

TABLE VI.
Scale of Overtime Allowances.

Date or period of extra employment.	Staff to whom overtime is granted.	Rate of overtime.	Remarks.
All Staff—			
Overtime worked beyond normal working hours and also on the following days :— Sundays, Christmas Day, New Year's Day, Good Friday, King's Birthday, and in addition— <i>To Hindus.</i> —Devali, Holi & Gokul Ashtami. <i>To Mohammedans.</i> —Moharrum, Ramzan Idd and Bakri Idd. <i>To Jews.</i> —Rose Hosana, Kippur and Sukhot. <i>To Parsees.</i> —Jamshed-e-Nauroz, Zarhosno Diso & Khurdad Sal. <i>To Sikhs.</i> —Guru Nanak's Birthday, Basakhi & Guru Gobindsingh's Birthday. <i>To Christians.</i> —New Year's Day, Good Friday and Christmas Day. (Daily-paid employees to get 3 holidays with pay fixed according to their sects & 3 additional holidays viz., Christmas Day, Good Friday and King's Birthday, except Christians whose 3 additional holidays will be King's Birthday and the day before and after Christmas Day).	All permanent 'B' and monthly establishments, temporary, monthly and daily-paid men working at Keamari, Manora, West Wharf, Import Yard and Thole Produce Yard including all supervisors, Overseers, Sub Overseers, Assistant Permanent Way Inspector, Sub Inspector, Permanent Way but excluding Clerks, Time keepers and Head Office Staff.	Under one hour 1 hour 2 hours 3 hours 4 hours 5 hours 6 hours 7 hours 8 hours	Nil. 1/8 days. 1/4 day. 3/8 day. 1/2 day. 5/8 day. 3/4 day. 7/8 day. 1 day.
NOTE.—For the duration of War any monthly paid workmen who are required to work on a Sunday or on a holiday to which they are entitled to, will receive a day's pay for so doing, in addition to their ordinary pay and if required to work overtime on any holiday or Sunday they will get overtime pay according to the rules.			
(ii) FLOATING CRAFT.			
	Masters and Engineers of Dredgers and self-propelling Hopper Barges.	One hour Over 1 hour & upto 2 hours Over 2 hours & upto 3 hours Over 3 hours and upto 4 hours Over 4 hours and upto 5 hours Over 5 hours and upto 6 hours Over 6 hours and upto 7 hours Over 7 hours and upto 8 hours Over 8 hours and upto 9 hours Over 9 hours and upto 10 hours Over 10 hours and upto 11 hours Over 11 hours and upto 12 hours	Nil. 1/4 day. 3/8 day. 1/2 day. 5/8 day. 3/4 day. 7/8 day. 1 day. 1-1/8-day. 1 1/4 day. 1-3/8-day. 1 1/2 day.

NOTE.—For the duration of War any monthly paid workmen who are required to work on a Sunday or on a holiday to which they are entitled to, will receive a day's pay for so doing, in addition to their ordinary pay and if required to work overtime on any holiday or Sunday they will get overtime pay according to the rules.

The Port Trust has arranged for the supply of essential articles of food-stuffs to their employees and their dependants at concession rates. They have opened six Fair Price shops at convenient centres where essential foodstuffs are sold to workers and their dependents at a concession of about 35 per cent. as compared to the market price. The quota for rationed articles is the same as that fixed by the rationing authorities, while for unrationed foodstuffs it is fixed by the Trust. The average cash benefit to a worker is about Rs. 8 p.m.

All workers on monthly-rates are paid monthly, most of the workers in the Traffic Department are paid weekly, while casual labour is paid daily. The payment is made direct to the workers and there are no intermediaries. Wages are paid to monthly paid workers within a week of their becoming due and within two days in the case of weekly-paid workers.

Housing.

The Karachi Port Trust have provided living accommodation for more than 1,600 families of their employees. The houses are situated in four main localities, namely, Keamari, Manora West, Manora Port Department and West Wharf. The largest colony is the one at Keamari consisting of over 1,000 quarters. The policy of the Trust is to house those who may be required for duty at short notice. Most of the workers' dwellings in Keamari consist of 2 rooms, a verandah and a bath. The rent charged is about Rs. 4 p.m. These are well-lighted and ventilated. Some of them contain electric lights. The Manora colony consists of about 350 dwellings. These houses also have 2 rooms each and a verandah. These have been recently constructed and have adequate lighting and ventilation. Most of these are given free of rent.

On an average, Port Trust employees living in the Trust quarters have to pay Rs. 4 p.m. by way of house rent except those who are provided with rent-free quarters. It is understood that about 1,000 employees get rent-free quarters, while about 500 have to pay rent. On an average each worker's family is allotted 480 sq. ft. of space. The Trust provides free transport from Keamari to all those working at Manora.

Such of the employees as are not housed by the Trust live mostly in the area known as Lyari. Here the conditions of housing are deplorable as the workers have to live in *Kutchas* built thatched huts constructed by themselves on plots belonging to the Municipality for which they have to pay a ground rent of As. 8 to Re. 1 p.m. This is a low lying area subject to being flooded during the rainy season.

It is reported that in order to enable the workers to build their houses it is possible to give facilities for the allotment of land but there is no demand from the workers for this.

The Trust has under contemplation schemes for the extension of housing facilities for their employees but these have been held in abeyance because of the conditions created by the War. It is stated that in the schemes under preparation for the housing of workers provision is being made for one room and a verandah together with a kitchen.

The housing provided by the Trust compares most favourably with private housing. Before the war, owing probably to the location of Port Trust colonies the workers were not too keen on occupying these houses and in fact some of them were let out to employees of other concerns. Latterly, however, owing to the great shortage of housing in Karachi, there is a very great demand for the quarters built by the Trust.

Welfare work.

Apart from the supply of cheap grains to which reference has been made

in the section dealing with wages, the Karachi Port Trust has undertaken considerable welfare activities for its employees. There is a special Labour Welfare Officer with Assistant Labour Welfare Officer who, in addition, to his other duties, is in charge of all welfare activities of the Trust. These consist mainly of the provision of medical, educational and recreational facilities.

Medical.—The Trust has four dispensaries, situated at convenient centres, in charge of qualified medical men, where the employees are treated free of charge. There is also a maternity home at Manora where relatives of Trust employees are admitted free of charge.

Educational.—The Trust conducts a Primary School and two Night Schools at Manora. It also subsidises a night school at Keamari run by the Labour Union for the benefit of its members. Grants are also given to schools attended by children of its employees. Actual tram fare is paid to the children of the employees from their place of residence to the schools in the city.

The workers of the Deputy Conservator's Department run a Workmen's Institute at Manora which is subsidised by the Port Trust. A library, radio and a Reading Room are provided in the Institute. A Reading Room and a library are also provided in the Head Office.

The Trust has given land free of charge and also a subsidy to two Sports Clubs of their employees and have made available three large playing fields. It is understood that the workers are taking full advantage of this amenity.

Canteens.—The Port Trust is running three canteens, two in East Wharf and one at West Wharf where tea and light refreshments are sold to the workers at cost price which is about 20 per cent. lower than the market price.

In addition, the Trust supplies free accommodation and furniture to the canteen run by the workers at Manora. This canteen, however, admits of a great deal of improvement.

It is understood that if the canteens are found to be popular, the Trust intends to supply cooked food in these canteens.

Indebtedness.—So far as indebtedness of the workers is concerned, it is stated by the Port Trust authorities that its extent is small. This is confirmed by the enquiries made on the spot by officials of the Committee. In the opinion of the Trust indebtedness is due to the high cost of living, expenses in connection with marriages, funerals, etc. Money lending in Karachi is in the hands mostly of Pathans. The rates of interest charged vary considerably but are usually exorbitant. The methods of recovery are usually threats, physical force and occasionally Courts of law. The Port authorities, however, give advances from the Provident Fund according to the rules, to needy workers. There are also co-operative credit societies which give loans to employees of the Trust at moderate interest.

Provident Fund.—There is a compulsory Provident Fund for all monthly-rated workers who have put in at least five years' service. The monthly subscription is 8-1/3 per cent. of the basic wage and the Trust contributes an equal amount. The rate of interest varies in accordance with the income from securities in which the Fund is invested.

Generally speaking, those who have put in five years of approved service qualify for the benefit of the employers' full contribution. About 45 per cent. of the employees of the Trust are members of the Fund.

Employees, excluding casual workers, who are not subscribers to the Provident Fund receive gratuity at the rate of a month's pay for every year of approved service subject to their having put in ordinarily a minimum of 10 years' service. The maximum amount of gratuity paid is equivalent to 30 months' pay. An employee joining the Provident Fund after putting in some service is given credit for purposes of gratuity for such service.

On the whole, the Trust has supplied reasonable facilities to its workers for education, medical aid and recreation and the future of its employees has also been safeguarded by the institution of a scheme of Provident Fund and Gratuity.

Labour Organisation.—The majority of the workers of the Trust are members of Trade Unions. There are three such unions. They take the workers' complaints and grievances to the Labour Welfare Officer who settles them in consultation with the Chairman of the Trust.

CHAPTER V.—MADRAS.

Employment.

Since the beginning of 1944 there has been a radical alteration in the system of engagement of port labour in Madras. Whereas prior to January 1944, most of the labour required by the authorities was engaged through contractors, the position now is that the Trust authorities directly engage the bulk of their labour, depending on contractors only for such surplus casual labour as they may need for emergent work.

At the date of the enquiry, excluding clerical and supervisory staff, the number of persons employed by the Trust was 3,270. Roughly, the labour can be classified as belonging to the following departments:—

1. Portage Department—(a) retained labour and
- (b) casual labour.

Engineering Departments (Mechanical and Civil),

3. Marine Department.

4. Traffic Department.

5. Railway Department.

Portage labour.—This is shore labour whose work consists of handling of cargo landed from a vessel from the quay to the shed or *vice versa* and of stacking of cargo and of loading cargo in wagons. The labour force is divided into 35 gangs of about 35 men each. Half of them work during the day and the other half during the night shift. The work of each gang is supervised by the Supervisor of the Trust. The 'Retained' labour gets a fixed retainer of Rs. 15 p.m. In addition, they are paid at the rate of annas five per ton of cargo handled and annas 12 per day on days on which they are called upon to do stacking work.

Engineering Department.—This is one of the largest departments from the point of view of employment and employs about 1,400 workers, about 1,282 men, 117 women and 1 child. In the Mechanical Section there are about 600 persons working in 13 different Port Trust Workshops. About a third of them are permanent and the rest temporary. In the Civil Section where there are 800 employees, here again about a third of them are permanent and the rest temporary. The labour in the Civil Section is engaged in beaching and launching ships and doing repairing and construction of buildings.

In the Traffic Department there are 116 persons, mostly coolies. The Port Trust Railway in Madras employs 90 permanent and 30 temporary hands.

The Marine Department consists mostly of Laskars and Tindals and employs about 317 persons.

In addition to these categories, owing to the increased military traffic recently the authorities also employ through two Recruiting Supervisors over 2,000 casual workers. There are 108 gangs of 20 men each, and 32 of 5 women each.

The workers are classed as permanent and temporary. The percentage of temporary to permanent workers varies in accordance with the amount of work on hand. Temporary workers are promoted to permanent posts when vacancies occur among the permanent staff. All labour is employed direct by the Port Trust. A service card is maintained for each worker, containing details regarding himself and his family.

The Trust have a regular system of apprenticeship in the Engineering Department. At present the number of apprentices undergoing training is 17.

In addition to the weekly holiday the workers are granted two holidays with pay each year. These are Easter Saturday and Empire Day. Daily-rated employees in the service of the Trust are also eligible for ten days leave in a year with full wages subject to the following conditions :—

(a) Three full years of continuous service without a break except on leave for ill health not exceeding one month ;

(b) presence on all working days of the previous year except those on which leave was granted for unavoidable causes ;

(c) No individual will be eligible for these concessions who has been fined for late attendance on more than four occasions in the year or had a bad report or has been fined on more than two occasions for negligence or slackness of work.

Fines.—It is stated that fines are imposed as a disciplinary measure. In the case of retained labour the amount of fine varies from 1½ anna to 4 annas per offence. The Fines Fund is utilised for medical relief of employees. The balance outstanding to the credit of the Fund on 1st January 1944 was only about Rs. 100.

Hours of work and Shifts.—In the Engineering Department the normal hours of work are 47½ in the factory and 48 outside the factory. The hours of work in the factory are 7.30 a.m. to 12 noon and 1 p.m. to 5 p.m. on weekdays and 7.30 a.m. to 2.30 p.m. on Saturdays. In the Traffic Department, the hours of work are 8 to 10 per day according to the nature of work. No overtime is worked in this department. There is no regular off time during the week for the workers in this department.

For the workers in the docks there is a system of a weekly change-over for day and night shift workers.

The hours of work of retained labour are about 10 during the day and slightly less during the night. These men have to work for all the 30 days in the month.

Wages and Earnings.

The Madras Port authorities have supplied the Committee with detailed information regarding the wage rates paid to workers in different departments and this has been reproduced in Appendix V. It is reported that no material changes have taken place in the wage rates since 1938, although a war allowance is being paid to the workers at rates applicable to Central Government servants.

It has already been stated that the Port Trust now employs most of its labour direct. In order to ensure an adequate supply of labour so far as the Portage Department is concerned, each labourer is paid a retainer fee of Rs. 15 per month or Annas 8 per day for attendance either during day or night. This remuneration is known as 'retainer'. Besides the 'retainer', each worker gets As. 5 extra per ton of the cargo handled on shore. This amount is paid to the mistry by the Port Trust in the presence of the labourers and is equally divided among the gangmen, including the mistry who also works as an ordinary labour.

It was stated by the Port authorities that retained labour working for all the days of the month could make about Rs. 50 p.m. Absence upto 4 days in the month was condoned for purposes of the payment of the retaining fee of As. 8 per day. Otherwise a pro-rata cut was made in the retainer. The representatives of the workers, on the other hand, complained that no absence was condoned and that these men's earnings were much lower than Rs. 50 per mensem.

A wag census of retained labour in the loading and the stacking departments was taken on a sample basis for the month of August 1944 and it was found that the average monthly earnings of landing workers are Rs. 33|10|4 and of stacking coolies Rs. 31|12|7.

These men are not allowed any food grain concessions, nor are they entitled to medical facilities etc. Stacking labour is also given a retainer fee of Rs. 15 a month and in addition are paid Re. 1 per day whenever they are employed. When engaged on other work, they get As. 5 per ton of cargo handled while the rate for loading of and unloading from wagons is As. 3 per ton.

As regards casual labour, their wages depend upon the number of wagons they load per day. The tonnage rate is As. 6. On an average a male labourer makes Re. 1 to 1|4|- per day and a female about As. 7 per day.

The mistry in charge of the gang of casual workers is paid Re. 1 per day and Rs. 1|4|- for the night.

In connection with the question of wages it may be stated that with only a few exceptions most of the departmental staff of the Trust is 'militarised' and they get their wages plus 25 per cent. compensatory allowance, plus free rations, the money value of which is Rs. 17 to Rs. 20 per mensem plus free uniforms plus dearness allowance of Rs. 6|8|- per mensem. The Port authorities pay the wage and the dearness allowance, while the rest is paid for by the Military department.

Housing.

The Madras Port Trust provides housing to a very small percentage of its employees. Only certain coolies who are required on emergent work, and a few scavengers have been provided with accommodation. Many of the employees of the Trust come from distant places in the City and surrounding villages and there is a great demand for housing for the employees of the Trust. In this connection it has been stated that owing to transport difficulties, in the absence of housing near the place of work, the workers often attend their duties late and for doing so are fined and warned.

It is stated by the authorities that they have not been able to undertake any housing schemes for their employees owing to lack of space.

Welfare work.

The main welfare activity of the Madras Port Trust is in regard to the provision of medical aid. The Trust has a well equipped dispensary with a laboratory attached to it in charge of a medical officer and two assistants. At this dispensary arrangements are made for free medical attention and supply of medicines. Employees who are unable to report to the dispensary are visited in their residences by their doctors free of charge, if living within a mile, otherwise there is a nominal charge of As. 2 per mile to cover conveyance expenses. The dispensary also arranges for free inoculations and vaccinations against infectious diseases.

The Trust arranges for X-ray and laboratory tests in hospitals at its own expense for its employees and supplies glasses free of charge to employees with an income below Rs. 30 per month.

It is reported that nearly 50 per cent. of the staff of the Port Trust have had basic training in first-aid. A first-aid post has been established where first-aid is rendered to those in need of it.

There are two refreshment stalls which are run departmentally. There is also a big tiffin shed for the use of the workers.

All workers whose wages are below Rs. 30 per month are eligible to become members of the Provident Fund after 10 years' service and those getting above Rs. 30, after a qualifying period of three years. The contribution of both parties amounts to one month's wages each. In addition, there is a system of paying gratuity at the rates of half a month's pay for every year of service subject to a maximum of 30 years.

The employees of the Trust have organised themselves into three Unions, one of which is recognized by the Trust. The relations between the authorities and the workers are cordial. A representative of the Unions is also one of the Trustees.

CHAPTER VI.—COCHIN

Employment.

There has been considerable expansion in the activity of the Workshop attached to the Port. In the Workshop there are about 160 permanent workers but at the time of the enquiry the total complement had increased to about 1,000 owing to the many demands on it for ship repairing, etc.

The labour employed is mostly local coming from a radius of 5 to 6 miles from the Port. The work of loading and unloading the cargo is either entrusted to stevedore labour on board or to contractors' labour on the wharf. Stevedore labour numbers about 700 per day. There is no control exercised by the Port authorities on the stevedore labour nor is there any effective control on contract labour. The contractors are the South Indian Corporation. This Company has about 400 to 500 men on their permanent list. The Corporation is paid by the Port authorities on tonnage basis.

The total number of persons employed at the Port at the time of the enquiry was 17,600 as follows :—

TABLE VII

Workshop and Dry Dock	..	..	..	1,000
Dredging	..	..	..	100
Quarry works	..	..	..	1,000
Casual labourers for construction and repair works	..			15,500

17,600

A somewhat striking development here has been that since the outbreak of hostilities the Port authorities are doing construction work on behalf of the Army. At one stage they were employing nearly 20,000 workers on construction work, while at the time of the enquiry, this number was about 10,000. A considerable proportion of this labour force consisted of women and children. It is all casual labour recruited departmentally by the foreman in-charge.

The total number of workers apart from those engaged on construction work, directly employed by the authorities is about 3,000 only.

Working conditions.

Hours of work and shifts.—In the Dry Dock and in the Workshop, two shifts of eight hours each are worked. The spread-over is one of nine hours.

Work commences at 8 a.m. and closes at 5 p.m. for the first shift and for the second, it commences at 5 p.m. and closes at 2 a.m. On Saturdays, the hours of work in the two shifts are 8 a.m. to 12.30 p.m. and 1.30 p.m. to 4 p.m. and 4 p.m. to 9 p.m. and 10 p.m. to midnight respectively. In the other departments, the hours of work are from 7 a.m. to 6 p.m. with an hour's interval.

No special amenities like rest shelters, canteens etc., are provided for the workers. The *kanji* supplied at concession rates is eaten by the employees by squatting on the roads or under the shelter of trees.

Sunday is observed as a holiday. Monthly-rated workers are entitled to 15 days' casual and earned leave for 30 days for a year's service. Medical leave is also granted on half pay. Two recognised holidays with pay are given to all workers. Communal holidays when granted are not paid for. Daily-rated workers are not eligible to any leave with pay.

No Standing Orders have been framed to regulate the relations between the employers and the workers. The authorities, however, have appointed a Labour Welfare Officer to look into the grievances of the work-people.

Wages and Earnings.—Appendix VI contains a statement giving the rates of wages of skilled, semi-skilled and unskilled workers in the Cochin Port. Skilled and semi-skilled workers have been divided into two classes: first class and second class. Skilled workers in the first class like fitters, boiler-makers, rivetters etc., have a basic wage of annas 14 to Rs. 2 per day and of the second class, annas 11 to annas 13 per day. Semi-skilled workers of the first class start at annas 10 and go up to annas 14, while semi-skilled workers of the second class start at annas 5 per day rising to annas 9 per day. Unskilled labour has been classified into three classes, the first class having the daily wage of annas 10, the second class, having annas 9 and the third, from annas 6 to annas 8. Women and boy coolies have a basic daily wage of annas five only.

Considerable over-time was being worked at the time of the enquiry especially in the Workshop.

To compensate the workers for the increase in the cost of living, dearness allowance is being paid on the scale granted from time to time by the Government of India. At the time of the enquiry this amounted to annas 7 per head per day.

The Port authorities supply rice and essential commodities of daily consumption at concession rates to their employees and also provide to their daily-rated employees a mid-day meal of *kanji* (rice and water) consisting of 6 ounces of rice. Some pickle is also provided with the *kanji*.

Overtime is calculated on weekly hours at the Workshop and the Docks according to the provisions of the Factories Act and on the basis of normal daily hours in other departments of the Port. No separate registers are maintained for recording overtime, although full records of overtime work are kept. Wages are paid directly to the workers. The wage period in the case of monthly-rated men is a month and in the case of daily-rated employees, a week.

No fines are imposed on the workers.

Housing.

The labour employed is mostly local in character and comes from the neighbouring villages round about the port of Cochin. No housing has, therefore, been supplied by the authorities for the labour employed by them. In regard to contract labour, however, about 300 quarters have been built to house contract labour. The rent charged is Re. 1 per month to the contractors, although the contractors let them out rent-free.

Welfare work.

Very little is being done by way of welfare work. In this connection it was stated that Cochin is a new Port and unlike other ports did not benefit by the conditions created by the War. There is, however, a dispensary in-charge of a doctor and also first aid posts in different parts of the port. Arrangements have also been made to start a Fair-price Grain shop, the loss on account of which to the authorities has been about Rs. 50,000 per annum. Owing to the acute shortage of foodstuffs, particularly rice, this concession is greatly appreciated by the workers.

A scheme of contributory Provident Fund for monthly-rated employees is in force.

Trade Unions.

The workers have formed themselves into a Union which is a registered body but it is not functioning effectively.

Labour Legislation.

The following Labour Acts have been enacted and are in force in Cochin State :—

1. The Factories Act,
2. The Payment of Wages Act,
3. The Workmen's Compensation Act,
4. Trade Disputes Act,
5. Trade Union Act,
6. The Dock Workers' Act, and
7. The Maternity Benefit Act.

The Chief Engineer to Government is the Chief Inspector of Factories. The District Magistrate administers the Workmen's Compensation Act while the Payment of Wages and other Acts are administered by the Commissioner of Labour, who is also the Conciliation Officer under the Trade Disputes Act.

PART III.

CHAPTER VII—SUMMARY AND CONCLUSIONS.

This Report, as stated already, deals only with labour directly employed by the various Port authorities, although wherever information has been available for other types of labour it has been dealt with in the appropriate sections of this Report.

From the foregoing survey of labour conditions in five ports in India, it is clear that the ports are large employers of labour, the total labour force employed directly and through stevedores, contractors, etc., in the ports surveyed being about 71,000. There is little uniformity as between port and port in regard to the methods of recruitment and employment of labour and each port seems to follow its own system.

The War led to very great activity in all the ports with the possible exception of Cochin where, however, the port authorities undertook construction work on behalf of the Army, with the result that they had to employ about 17,000 workers as against a normal complement of about 3,000 only.

As will be seen, in the Port of Bombay, labour required for purposes of loading, unloading and stacking continues to be recruited through petty contractors known as Toliwallas. In recent years, however, the Port authorities have begun to exercise some control over these contractors and have laid down a minimum wage which they must pay to those working under them. In Calcutta, where a similar system flourished for a long time, a clean sweep has now been made and all such labour is employed directly by the Port authorities on monthly rates of wages. Madras has followed a similar system with equal success. No change appears to have been made in Karachi where

all such labour is recruited through stevedores. In Cochin, dock labour required for loading and unloading continues to be recruited through a large contractor.

The principal problem relating to labour employed through contractors in the docks, as in the Port of Bombay, is that the workers are too much under the influence of the contractor who, being a small man, has every inducement to exploit them in regard to the wages paid, hours of work, etc. Moreover, in normal times, the work of loading and unloading is extremely fluctuating in volume, depending, as it does, on the number of the ships in the harbour to be loaded or unloaded and thus many of these men have to suffer long spells of unemployment in expensive cities. It is, no doubt, true that this very factor makes it difficult to estimate the day-to-day requirements in normal times. At the same time, in the larger Ports, at any rate, there seems to be a clear case for maintaining on a permanent basis the minimum number required and then arrange to get the surplus either directly or through an Employment Bureau. This will obviate the possibility of more men that are likely to be absorbed waiting for their turn for work and at the same time, will give the ports concerned a regular supply of experienced men.

A possible objection to such an arrangement is that if such men are made permanent on a time-rate of pay their efficiency would suffer. Recent experience both in the Calcutta and the Madras Ports, however, belies such fears.

Generally, in the Dry docks and workshops, two to three shifts of 8 hours each are worked. In other departments, 8 to 12 hours are worked depending on the volume of work. Only in Madras, there is a system of weekly change-over of shifts among dock workers. Over-time work was a regular feature in the major ports due to increased activities created by War conditions.

The working conditions admit of much improvement in most of the ports where there are no rest shelters or places for taking meals, etc., and the only provision for drinking water appears to be a few taps in some sections of the docks.

Wages and Earnings.

It will be seen from the schedules of wage rates given in the appendices to this Report that except in the Port of Karachi, there are no regular scales of pay for workers in the other ports. In the Port of Bombay, both skilled and unskilled workers are on daily rates of pay, this being the case also in the ports of Madras and Cochin. So far as labour engaged in loading and unloading of cargo is concerned, in Bombay, the Port authorities have laid down that a toliwalla must pay his labour a minimum wage of Rs. 1-12-0 per day. Similar labour in Calcutta, which is now on a monthly rate of pay gets a basic wage of Rs. 18 plus Rs. 14 as dearness allowance plus food concessions amounting to about Rs. 6 per month or a total of about Rs. 38 per month. It was reported that in Madras where the retainer system has been introduced, loading and unloading coolies earn between Rs. 40 to 50 per month, although the wage census taken for the month of August 1944, showed that the earnings averaged about Rs. 33 per month. In Cochin where this kind of labour is employed through a contractor, the workers get a daily wage of about annas ten. So far as skilled and semi-skilled workers in the workshops are concerned, the wage rates appear to be the highest in Bombay.

The scales of dearness allowance, except in the case of Calcutta, are lower than those prevailing in important industries in the cities in which the

ports are situated. For instance, while in the port of Bombay, the scale of dearness allowance is 10 per cent. of monthly earnings (excluding over-time), subject to a minimum of Rs. 16 p.m., in the cotton mill industry there, it comes to about Rs. 30 per month irrespective of the basic wages.

Most of the Port authorities, in addition to paying dearness allowance, have made excellent arrangements for supplying grain and other necessities of life at concession rates and the value of this concession varies from Rs. 6 to Rs. 9½/- per month per worker.

In the Ports of Calcutta and Madras, a large proportion of the employees have been "militarised". Such workers, in addition to their wage, receive compensatory allowance at 25 per cent. of wages plus rations, the money value of which amounts to about Rs. 20. When such personnel is demilitarised after the conclusion of hostilities, there will be a very considerable fall in their earnings.

Housing.

The Commissioners of the Port of Calcutta have provided housing accommodation for nearly 40 per cent. of their workers and it is understood that they have an ambitious programme of housing after the War. In Bombay, with its chronic housing congestion it has always been a problem for any employers to provide housing schemes, but, even so the Port authorities supply housing to about 30 per cent. of their workers. In Karachi, the authorities have built housing colonies which, according to the existing standards cannot be called unsatisfactory. The percentage of workers housed is about 32. The Port authorities of Madras have made very little provision for housing and in Cochin it was stated that no housing schemes were necessary as the workers belonged to neighbouring villages and preferred to live in their own houses there. The contractors' labourers have, however, been provided with tenements numbering 300. The following summary table contains details of the housing provided by the Port authorities in the ports surveyed :

TABLE VIII

Name of Port.	Number of workers employed by the Port Trust.	Percentage of workers housed.
Calcutta	18,000	40
Bombay	17,015	30
Karachi	5,000	26.6
Madras	3,270	0.3
Cochin	17,100	1.7
Total	60,385	23.5%
(weighted average).		

Labour Welfare.

All the ports considered have now some sort of an organisation for labour welfare. The Labour Welfare Department of Calcutta Port has now expanded very considerably and all matters dealing with labour welfare or grievances of workers are being dealt with by the organisation under the direct supervision and direction of the Chairman of the Port. Similar is the case also in the Port of Bombay.

One of the main activities during War times of the Labour Welfare Departments in the various ports has been to ensure to the workers foodgrains, etc., either at controlled or concession rates.

All the Ports surveyed have dispensaries for their employees and provi-

sion has been made for free medical relief. The standards of these dispensaries vary. The Calcutta Port Trust has built two well-equipped hospitals for its employees. Some provision has also been made by the principal ports for providing schools for the education of the children of the workers. Canteens do not seem to have made much headway in any of the ports, although the ports of Calcutta and Karachi have already started supplying cooked food in certain places in the dock area at nominal rates.

Both the Bombay and Calcutta Port authorities have started Welfare Centres to provide recreational facilities to the employees of the ports.

All the Port authorities have introduced Provident Fund and Gratuity schemes for safeguarding the future of their workers. The membership of the Provident Fund is generally open to monthly-rated workers. The qualifying period varies from 3 to 10 years. The contribution of both parties is generally eight and one-third per cent. of the wage. Except in Bombay where the Provident Fund benefits have been extended even to temporary workers, a large majority of the workers in the other ports remain uncovered by the Provident Fund Scheme.

Gratuity is paid to workers who are not eligible to become members of the Provident Fund. The qualifying period for being entitled to a Gratuity varies from 10 to 15 years. The amount of gratuity is either half month's or a month's wages for every year of service, the maximum amount payable being 30 months' wages.

Although the affairs of each of these Ports are managed by a Body specially constituted for the purpose, all the Ports are under the general direction and supervision of the Central Government. That being so, it would appear that there is a case for standardization of labour conditions, possibly with the exception of wages, in all the Ports. There is no reason why there should be no uniformity in regard to the standards adopted for housing, welfare activities, conditions governing leave, and in the matter of hours of work, conditions governing admission to the Provident Fund scale of Gratuity, etc.

S. R. DESHPANDE,

Member,

Labour Investigation Committee.

SIMLA,

The 12th September 1945.

APPENDIX I.

Wages and designations of daily-paid labour employed in the Chief Engineer's Department in the Port Trust, Bombay.

Revised list of designations and scale of minimum and maximum wages to be paid to workmen engaged on and after 16th June 1937.

Designation.	Daily rates of pay.		Remarks.
	Minimum.	Maximum.	
Apprentice 'A' Class	1 0 0	2 0 0	T.R. No. 3 of 1932.
Apprentice V. J. T. & University ..	0 10 0	0 10 0	
Apprentices	0 8 0	1 6 0	Approved by the Chairman under Secretary's No. 361 of 10-2-1936. (C. E's No. E/1-43/10702 of 20-1-36 to the Secretary and C. A., B.P.T.).
Ashpanman	0 13 0	1 0 0	Loco Shed.
Blacksmith	1 8 0	3 0 0	
Boilermaker	1 12 0	2 12 0	
Bhandari	0 12 0	0 12 0	
Boy—Office	0 11 0	0 14 0	
Boy—Store	0 13 0	0 15 0	
Boy—Call	0 13 0	0 15 0	Loco Shed.
Boy—Cooly	0 8 0	0 12 0	
Bobman	2 0 0	2 4 0	
Barboy	1 0 0	1 0 0	Loco Shed.
Bhisty	1 0 0	1 4 0	
Chargeman	3 0 0	5 0 0	" Fitter " Railway, to be designated as Charge-man.
Chargeman Assistant Hyd. Estt. ..	3 0 0	4 0 0	
Chargeman Assistant-Loco Shed ..	3 0 0	4 0 0	
Chargeman Assistant Motor Shop ..	3 0 0	4 0 0	
Chargeman Assistant Producer Gas Plant ..	3 0 0	4 0 0	
Carpenter	1 8 0	3 0 0	
Carpenter Assistant	1 0 0	1 6 0	General Works.
Cable Joiner	2 0 0	3 0 0	
Assistant Joiner	1 4 0	1 14 0	
Coppersmith	1 8 0	3 0 0	
Caulker	1 8 0	2 8 0	
Coalman	0 13 0	1 0 0	Loco Shed.
Chain Boy	0 12 0	0 14 0	Hoist Lad to be designated as 'Chain Boy'.
Cleaner—Car	0 14 0	1 0 0	
Cleaner—Check Rail	0 13 0	0 15 0	
Cleaner—Loco	0 11 0	0 14 0	Loco Shed.
Cleaner—Ashpit	0 11 0	0 14 0	Railway.
Cooly	0 13 0	0 15 0	Coolies under different designations in Railway to be designated "Coolies".
Cooly—Waterman	0 13 0	1 0 0	Railway.
Cooly—Woman	0 9 0	0 12 0	" Water woman " to be designated as " Woman Cooly ".
Drillers (Hand)	1 4 0	1 4 0	Mahul Quarry.
Driver's	2 0 0	2 12 0	
Driver's Electric crane	2 8 0	3 0 0	
Driver's Rail crane 30-ton	3 0 0	4 0 0	At Loco Shed.
Driver	1 8 0	3 4 0	
Electrician	3 0 0	4 8 0	
Extra Electrician	3 0 0	4 0 0	
Fitter	1 8 0	3 0 0	" Wagon Supervisor ", Railway, to be designated as 'Fitter'.
Fitter Head	2 2 0	2 14 0	Railway S. & I. Department.

APPENDIX I—contd.

Designation.	Daily rates of pay.		Remarks.
	Minimum.	Maximum.	
Fitter—Assistant	1 0 0	1 6 0	General Works & Railway staff.
Fireman	1 2 0	1 4 0	
Gangman	0 13 0	1 0 0	
Glazier	1 8 0	3 0 0	
Hammerman	1 0 0	1 6 0	Striker to be designated as "Hammerman".
Helper	1 0 0	1 4 0	'Holder' to be designated as 'Helper'.
Khallasee	1 0 0	1 2 0	
Khallasee Rope splicer	1 0 0	1 4 0	
Keyman	0 15 0	1 2 0	
Light House Mechanic	3 8 0	4 0 0	"Assistant Light House Mechanic" to be designated as "Light House Mechanic".
Liftman	1 4 0	1 8 0	
Linesman	2 0 0	3 0 0	Electrical.
Linesman Assistant	1 2 0	1 12 0	Electrical.
Mochee	1 4 0	2 8 0	
Muccadam	1 2 0	2 8 0	"Tiler Muccadam" "Storemate" and "Storeman" to be designated as "Muccadam".
Maistry	2 4 0	3 12 0	Fitter, 'General', Painter and 'Mason' Maistries of General Works, as also "Assistant Maistry" at Dry Dock, to be designated as 'Maistry'.
Mason	1 8 0	3 0 0	
Moulder	1 8 0	3 0 0	"Assistant Moulder" at the Workshops to be designated as an "Apprentice".
Motor Driver	2 0 0	2 12 0	
Nowganee	1 0 0	1 2 0	Bamboo Coolies to be designated as Nowganies.
Painter	1 4 0	2 8 0	
Peon—Telephone	0 13 0	1 0 0	
Peon—Cycle	0 13 0	1 0 0	
Plumber	1 8 0	3 0 0	
Plumber Assistant	1 0 0	1 6 0	General Works.
Pattern-maker	1 8 0	3 0 0	
Rivetters	1 4 0	1 12 0	
Rivet Heater	0 10 0	0 14 0	"Bellowsman" or 'Bellow Boy' to be designated as 'Rivet Heater'.
Rigger	1 12 0	1 12 0	
Sawyer	1 12 0	2 0 0	
Scavenger (Road)	0 13 0	0 15 0	General Works.
Sailmaker	1 8 0	2 8 0	
Sub-Overseer	2 4 0	3 12 0	
Syrang—Yard	1 8 0	3 0 0	Workshop Syrang to be designated as 'Yard Syrang'.
Shoreman	2 8 0	3 0 0	
Steam-man	0 13 0	1 0 0	Loco Shed.
Turner	1 8 0	3 0 0	
Tinsmith	1 8 0	3 0 0	
Tindal—Lightship	1 8 0	1 8 0	
Tindal—Workshops	1 4 0	1 8 0	
Telephone Supervisor	3 8 0	5 0 0	} From 1-3-1938.
Telephone Instrument Fitter	1 8 0	3 0 0	
Telephone Assistant Instrument Fitter	1 6 0	2 0 0	
Tiler	1 6 0	1 8 0	
Welder	2 8 0	4 0 0	
Welder—Assistant Aro	1 8 0	2 8 0	

APPENDIX I—concl'd.

Designation.	Daily rates of pay.		Remarks.
	Minimum.	Maximum.	
Watchman	0 13 0	1 0 0	" Campman " and " Camp Havildar " to be designated as ' Watchman '.
Wireman	1 14 0	2 12 0	
Wireman Assistant	1 2 0	1 12 0	
Waterman	0 13 0	1 0 0	Loco Shed.

APPENDIX II.

Hours of work and shifts in the different departments of the Port Commissioners, Calcutta.

Jetties and Wharves, Docks and Supdt. Transportations : 8 hours duty in various shifts.

Chief Mechanical Engineer's Department.

For all shops except Machine Shop .. 8 a.m. to 5 p.m. on weekdays.
Rest interval 1 p.m. to 2 p.m.
8 a.m. to 2 p.m. on Saturday.
Sundays—normally holiday.
Over-time] .. 5 p.m. to 8 p.m. Weekdays.
3 p.m. to 8 p.m. Saturdays.
8 a.m. to 5 p.m. Sundays with rest interval 1 p.m. 2 p.m.

*Machine Shop.**Two Shifts—*

Day Shift .. 8 a.m. to 8 p.m. Rest interval 1 p.m. to 2 p.m. Sunday stop at 4 p.m.
Night shift .. 8 p.m. to 8 a.m.—rest interval 2 a.m. to 3 a.m. week days and Saturdays only.

In both cases overtime is paid from 5 p.m. to 8 p.m. and 6 a.m. to 8 a.m. in day and night shifts respectively—shifts change weekly.

Supervisors except Machine Shop.

Same as workers on day shift with extra hours as necessary :—

Supervisors for Machine Shop .. 8 a.m. to 4 p.m. rest interval 1 to 2 p.m.
4 p.m. to 10 p.m. rest interval nil.
10 p.m. to 8 a.m. rest interval 2 to 3 a.m.

Boiler attendants—

3 shifts .. 12 p.m.—8 a.m.
8 a.m.—4 p.m. } No rest interval.
4 p.m.—12 midnight. }

Out Stations—

Dock Loco—3 shifts .. 6 a.m.—2 p.m. } Do.
2 p.m.—10 p.m. }
10 p.m.—6 a.m. }

Cranes staff Jetties & Docks—

2 Shifts .. 8 a.m.—5 p.m. } Do.
6 p.m.—2 a.m. }

Carriage staff—

3 shifts .. 8 a.m.—2 p.m. } 24 hours off.
2 p.m.—10 p.m. }
10 p.m.—8 a.m. }

Dock Basin Machinery—

3 shifts .. 8 a.m.—4 p.m. } No rest days.
4 p.m.—12 M.N. }
12 M.N.—8 a.m. }

Electrical staff

.. A. 8 a.m.—4 p.m.
B. 4 p.m.—12 M.N.
C. 12 M.N.—8 a.m.
A. Off.
B. 12 noon—12 M.N.
C. 12 M.N.—12 Noon.
A. 12 noon—12 M.N.
B. Off.
C. 12 M.N.—12 Noon.
A. 12 Noon—12 M.N.
B. 12 M.N.—12 Noon.
C. Off.

APPENDIX III.

Scales of pay in the various occupations in the different departments of the Port Commissioners, Calcutta (excluding Workshop Staff).

Chief Mechanical Engineer's Department.

Jetty (Land)—						
Viceman	..	..	..	..	Rs. 45 fixed.	
Jigger crane driver	..	..	..	..	Rs. 20— $\frac{1}{2}$ —23	} Graded.
					Rs. 20—1—25	
					Rs. 22-8-0 fixed.	
Greaser	..	..	..	..	Rs. 32	} fixed.
Tindal	..	..	..	..	Rs. 30	
Driver (electric pump)	..	..	..	..	Rs. 33—1—37	Graded.
Crane Khalasi	..	..	..	..	Rs. 18 fixed.	
Kassal	..	..	..	..	Rs. 23 fixed.	
Transport Crane driver	..	..	..	..	Rs. 23—1—27	
Head Crane Tindal	..	..	..	..	Rs. 36 fixed.	
Switch Board Attendant	..	..	..	..	Rs. 60—3—75	Graded.
Electric Mistry	..	..	..	..	Rs. 45	} fixed.
					Rs. 40	
					Rs. 30	
Assistant Electric Mistry	..	..	..	..	Rs. 22.	

*Crane Vessels.**A—30 ton type—*

Driver	..	..	..	..	Rs. 30—2—40	} Graded.
					Rs. 40—2—52	
Diesel Crane driver	..	..	..	..	Rs. 30—2—40	..
Engine driver (diesel)	..	..	..	..	Rs. 40—2—50	..
Gunner (in charge of the vessel)	..	..	..	..	Rs. 96—10—126	..
Tindal	..	..	..	..	Rs. 29—1—34	..
Cleaner	..	..	..	..	Rs. 21 $\frac{1}{2}$ fixed.	
Crane khalasi	..	..	..	..	Rs. 21 $\frac{1}{2}$ fixed.	
Fireman	..	..	..	..	Rs. 22—1—26.	
Coal Trimmer	..	..	..	..	Rs. 19 fixed.	
Serang	..	..	..	..	Rs. 50—2—60	Graded.
Sea-Cunny	..	..	..	..	Rs. 30 $\frac{1}{2}$ fixed.	
Bhandari	..	..	..	..	Rs. 20 fixed.	
Topar	..	..	..	..	Rs. 20 fixed.	
Laskar	..	..	..	..	Rs. 20 fixed.	
2nd Seacunny	..	..	..	..	Rs. 20 fixed.	
Inland Master	..	..	..	..	Rs. 96 fixed.	
Cook	..	..	..	..	Rs. 20 fixed.	

B.—60-ton Vessels—

Inland Master	..	..	..	..	Rs. 150—10—200	Graded.
Inland Deck	..	..	..	..	Rs. 38 fixed.	
Driver	..	..	..	..	Rs. 60—5—80	Graded.
Winchman	..	..	..	..	Rs. 24—1—28	Graded.

(Scales of pay of others are the same as in a 30-ton vessel).

Tea Ware House Machinery (Electrical)—

Electric Mistry	..	..	..	..	Rs. 56 fixed.	
Lift Mistry	..	..	..	..	Rs. 50 fixed.	
Lift driver	..	..	..	..	Rs. 20— $\frac{1}{2}$ —23	Graded.
Khalasi	..	..	..	..	Rs. 19	} fixed.
					Rs. 18	

Locomotive staff—

Loco driver	..	..	..	..	Rs. 34—2—58	Graded.
Fireman	..	..	..	..	Rs. 23—1—28	Graded.
Viceman	..	..	..	..	Rs. 30 $\frac{1}{2}$ fixed.	
Blacksmith	..	..	..	..	Rs. 28 fixed.	
Boiler maker	..	..	..	..	Rs. 25 fixed.	
Hammerman	..	..	..	..	Rs. 18 fixed.	
Cleaner	..	..	..	..	Rs. 18 fixed.	
Coal coolie	..	..	..	..	Rs. 18 fixed.	
Pit coolie	..	..	..	..	Rs. 18 fixed.	
Grease attendant	..	..	..	..	Rs. 40—1—50	Graded.
Trolleyman	..	..	..	..	Rs. 18 fixed.	
Trolley attendant	..	..	..	..	Rs. 18 fixed.	
Supervising fitter	..	..	..	..	Rs. 85—5—100	Graded.
Improver fitter	..	..	..	..	Rs. 80—5—100	Graded.
Improver Boiler maker	..	..	..	..	Rs. 80—5—100	Graded.

APPENDIX III—contd.

Port Commissioner's Railway—

Tindal	Rs. 21½ fixed.
Wheel tapper	Rs. 19 fixed.
Wheel ganger	Rs. 19 fixed.
Greaser	Rs. 18 fixed.
Tester	Rs. 18 fixed.
Fitter	Rs. 18 fixed.
Kasab	Rs. 28 fixed.
Number taker	Rs. 21½ fixed.
Sub. Asst. Train Examiner	Rs. 35—5—70 Graded.
Assistant Train Examiner	Rs. 85—10—155 Graded.
Train Examiner	Rs. 100—15—250 Graded.
Watchmen	{ Rs. 30 fixed. Rs. 18—1—20 Graded.
Train fitter	{ Rs. 20—2—36 Rs. 20—2—33 } Graded. Rs. 20—1—25 }
Blacksmith	Rs. 28 fixed.
Hammerman	Rs. 20 fixed.
Khalasi	Rs. 18 } fixed. Rs. 19 }
Breakdown gang mistry	Rs. 34 fixed.
Vacuum Brake fitter	Rs. 20—2—40 Graded.
Train fitter labourer	Rs. 18—1—19 Graded.

K. P. Dock Pumping Station—

Driver	Rs. 59 fixed.
Fitter	Rs. 38 fixed.
Tindal	Rs. 36 fixed.
Fireman	Rs. 21½ fixed.
Greaser	Rs. 19 } fixed. Rs. 20 }
Coal Trimmer	Rs. 18 fixed.

Hydraulic Pump Station—

Boiler maker	Rs. 30½ fixed.
Fitter driver	Rs. 45 fixed.
Engine Tindal	Rs. 35 fixed.
Fireman	Rs. 25 fixed.

Dock basin machinery—

Dress diver	Rs 300—10—400 Graded.
Linesman	Rs. 100 fixed.
Skin diver	Rs. 45 fixed.
Blacksmith	Rs. 30½ fixed.
Greaser	Rs. 18 fixed.
Tindal	Rs. 30½ and 33 fixed.
Fitter	{ Rs. 30½ fixed. Rs. 30 fixed. } fixed- Rs. 28 fixed. }
Hydraulic drivers	Rs. 59, Rs. 30½, Rs. 28 and Rs. 38. Rs. 25 (all fixed).
Steam crane driver	Rs. 30½.
Fireman—Steam Crane	Rs. 20.
Pump-room attendant	Rs. 30—3—45 Graded.
Craneman	Rs. 23—1—27 Graded.
Mobile crane fitter	Rs. 40 fixed.

Entrance lock section—

Capstan Operator	Rs. 28 fixed.
Caisson and Penstock operator	Rs. 28 fixed.
Fitter	Rs. 34 fixed.
Pump driver	Rs. 28 fixed.
Electric gentry crane driver	Rs. 30.
Electric gentry khalasi	Rs. 21½ fixed.
Steam Crane fireman	Rs. 20 fixed.
Coal and waterman	Rs. 18 fixed.
Caisson attendant	Rs. 60—3—75 Graded.
Pump driver	Rs. 35 fixed.

APPENDIX III—contd.

Deputy Conservator's Department.

Anchor vessels—

Serang	Rs. 56—2—60 plus special pay Rs. 4.	} Graded.
Tindal	Rs. 34—1—38 plus special pay Rs. 3.	
Driver	Rs. 45—2—55 plus special pay Rs. 4.	
	Rs. 40—2—52 plus special pay Rs. 3.	
Fireman	Rs. 22—1—26 plus special pay Rs. 3.	

Despatch vessels—

Serang	Rs. 45 fixed.
Tindal	Rs. 34 fixed.
Carpenter	Rs. 35 fixed.
Sea Cunny	Rs. 34 fixed.
Leadsmen	Rs. 29 fixed.
Sarkar	Rs. 29 fixed.
Topar	Rs. 21 fixed.
Masalchi	Rs. 18 fixed.

Small vessels. (Boats)—

Serang	Rs. 35.
Laskar	Rs. 18.
Driver	Rs. 40—2—52
Greaser	Rs. 24—1—28
Jetty (Traffic)	} Graded.
Gate Serang	Rs. 29 fixed.

Jetty lighters section—

Tindal	Rs. 29 fixed.
Laskar	Rs. 18 fixed.
Manjee	Rs. 29 fixed.
Dandee	Rs. 18 fixed.
Mali	Rs. 18 fixed.

Railway Traffic—

Shunter gunner	Rs. 24—3—66
Sub Gunner	Rs. 18—1—23
Coupling porter	Rs. 18—1—20
Cabin Jamadar	Rs. 20—1—30
Lampmen	Rs. 18 fixed.
Bellman	Rs. 18 fixed.
Pointsman	Rs. 18—1—19
Signalman	Rs. 18—1—19
Signaller	Rs. 45 fixed.
Markmen	Rs. 20—1—25
Wagon sorter	Rs. 20 fixed.

Sagar Samapur staff—

Tide observer	Rs. 18 fixed.
Tide watcher	Rs. 27 fixed.
Leadsmen	Rs. 21—1—26
Dandee	Rs. 18 fixed.
Runner	Rs. 18 fixed.
Lamp Trimmer	Rs. 28
	Rs. 21 } fixed.

Stores Department—

Lorry driver	Rs. 52 fixed.
Yard gunner	Rs. 40—2—60
Marker	Rs. 30—2—40
Tinsmith	Rs. 30—2—40

Civil Engineering Department—Maintenance—

Plumbing Mistry	Rs. 40 fixed.
Mason	Rs. 30 fixed.
Painter	Rs. 30 fixed.
Pump driver	Rs. 30 fixed.
Fireman	Rs. 25 fixed.
Sweeper	Rs. 18 fixed.
Plumbing Khalasi	Rs. 18—1—9
Trollyman	Rs. 18 fixed.
	Rs. 18—1—20
Survey Khalasi	Rs. 18—1—20

APPENDIX III—*concl'd.**Civil Engineering Department—Maintenance—contd.*

Rivetman	Rs. 25 fixed.
Woighman	Rs. 18 fixed.
Bellowsman	Rs. 18 fixed.
Tin Coppersmith	Rs. 40 1/2 fixed. Rs. 35 1/2
Turner	Rs. 40 p.m. fixed.
Driller	Rs. 30 p.m. fixed.
Welder	Rs. 40 p.m. fixed.
Mechanic	Rs. 50 p.m. fixed.

Conservancy staff—

Sweeper	Rs. 18 p.m. fixed.
Gullypit Boy	Rs. 18 p.m. fixed.
Night soil cart driver	Rs. 18 p.m. fixed.
Bull attendant	Rs. 18 p.m. fixed.
Sewerman	Rs. 18 p.m. fixed.
Mate	Rs. 22 p.m. fixed.
Care-taker of the Ghat	Rs. 18 p.m. fixed.
Mehtar	Rs. 0-9-6 per day.

Secretary's department—

Lorry driver	Rs. 2-8-0 per diem.
Telephone operator	Rs. 100—10—150 Graded.
Liftman	Rs. 18—1—20 Graded.
Forash	Rs. 18 fixed.
Tracer	Rs. 45—2—65 E.B. 3—80—E.B. 4—100. Graded.
Chainman	Rs. 18 fixed.
Watchman	Rs. 18—1—20. Graded.

APPENDIX IV (A).
KARACHI PORT TRUST.
Rates of Wages.

Occupation.	No. of workers.	Scale of pay.	Allowances, if any.
<i>Chief Engineer's Department.</i>			
Maistry	1	80—2—100	.. Cycle Allowance Rs. 6 p.m.
	1	60—2—80	
	4	54—2—70	
	6		
Mason Maistries	2	54—2—74	.. Cycle Allowance Rs. 6 p.m.
Carpenter Maistry	1	54—2—70	.. Cycle Allowance Rs. 6 p.m.
Motor Mechanic	1	80—5—120	
Foremen	2	80—2—100	
Crane Foremen	1	80—2—100	
Electrician	1	80—2—100	
Helmet Diver	1	80—5—120	
Loco Foreman	1	80—5—120	
Engine Drivers	7	54—2—70	
	8	50—2—60	
	15		
Electrician Fitters	1	60—2—80	
	3	54—2—70	
	6	50—2—60	
	5	30—2—46	
	15		
Fitters	1	60—2—80	
	9	54—2—70	
	24	50—2—60	
	1	40—2—60	
	20	30—2—46	
	55		
Assistant Fitters	2	30—2—46	
Blacksmiths	2	54—2—70	
	5	50—2—60	
	7		
Assistant Blacksmith	1	30—2—46	
Carpenters	3	54—2—70	
	1	50—2—70	
	20	50—2—60	
	17	30—2—46	
	41		
Hammermen	8	26—1—40	
Jamadars	9	35—1—40	
	2	30—1—35	
	11		
Survey Khalasis	3	30—1—40	
Khalasis	29	26—1—35	
	55	26—1—30	

APPENDIX IV (A) — *concl.*

Occupation.	No. of workers.	Scale of pay.	Allowances, if any.
Tindals	5 4 1	50-2-65 50-2-60 35-1-40	
	10		
Masons	1 13 11	54-2-70 50-2-60 30-2-45	
	25		
Painters	1 1 60	45-1-60 30-2-45 25-1-30	
	62		
Sawyers	4 2	50-2-60 30-2-45	
	6		
Riveters	2 10	50-2-60 30-2-45	
	12		
Cleaners	9 21	30-1-45 25-1-35	
	30		
Painter Tindals	4	50-2-60	
Switchmen	3	50-2-60	
Cranemen	89	45-2-55	
Lines men	7	30-2-45	
Life Line man	1	50-2-70	
Sounders	2	35-1-40	
Firemen	3	30-1-40	
Oilmen	8	30-1-40	
Pumpmen	6	25-1-30	
Mates	15	33-1-38	
Keymen	24	27-1-32	
Gangmen	178	25-1-30	
Labourers	241	25-1-30	
Trolley men	12	25-1-30	
Watchmen	4	20-1-25	.. Re. 5 p.m. House rent.
Bellow Boys	2	20-1-25	
Points Cleaners	14	25-1-30	
Chowkidars	6	20-1-25	.. To 3 workers Re. 5 p.m. House rent.
Sweepers	2	10-1-22	
2nd Engine Driver	1	58-2-60	
Lascars	91 4 9 8	42 p.m. 34 p.m. 32 p.m. 28 p.m.	
	112		
Cooks	4 2 5	42 p.m. 40 p.m. 38 p.m.	

APPENDIX IV(A) contd.

Occupation.	No. of workers.	Scale of pay.	Allowances, if any.
Cook boys	3	27 p.m.	
Stokers 1st class	12	49 p.m.	
Stokers 2nd class	21	46 p.m.	
Stokers 3rd class	1	45 p.m.	
Stockers	2	43 p.m.	
	39		
Ladder men	2	50	
Divers	3	50	
Steers men	5	44	
	7	44	
Winch men	2	42	
	9		
Clutchmen	4	44 p.m.	
Topas	3	33 p.m.	
Greasers	7	52 p.m.	
Engine Driver	3	58 p.m.	
Weighers	2	30-1-35	
Nurse	1	60-5-80	Rs. 5 Clothing allowance.
Coalmen	15	26-1-30	
Coolies	16	26-1-30	
	7	Rs. 16-8-0	Rs. 5 House rent.
	23		
<i>Deputy Conservator's Department.</i>			
Station syrang	1	110-8-150	
Assistant Station Syrang	1	85-5-110	
Signal Syrang	1	70-4-90	
Syrang	2	60-5-85	Special pay Rs. 12.
	1	67-2-72	
	3		
Yeoman of Signals	1	90-5-115	
Tindal of Signals	1	65-2-75	
Helmsmen-cum Driver	2	60-4-80	
Soilmaker	1	90-2-100	
Assistant Soilmaker	1	54-2-64	
Fitter	1	90-5-115	
Chief Carpenter	1	90-5-115	
Assistant Carpenter	1	50-2-30	
Lamp Trimmer	1	54-2-64	
Waterman	1	54-2-64	
Stokers 1st class	4	49	Special Pay Rs. 5 to 2.
Stokers 2nd class	5	47	Special Pay Rs. 5 to 2.
Topas	1	32	
Helmet Diver	1	110-5-150	
Lifeman	1	57-3-72	
Pumpman	1	42	
Watchmen	3	37	
Light keeper	1	105-5-150	
1st Assistant Light keeper	1	75-5-105	
2nd Assistant Light keeper	1	50-2-70	
Drivers	3	80-5-105	Special pay Rs. 10 to one.
	1	80-4-102	
	1	75-5-95	
	3	69-4-86	Special pay Rs. 10 to two.

APPENDIX IV (A)—*concd.*

Occupation.	No. of workers.	Scale of pay.	Allowances, if any.
Lascars	32	30	Special pay Rs. 5 to two.
	112	37	Special pay Rs. 5 to two.
	144		
Signalmen	7	50—2—04	
Tindals	1	70—5—05	
	16	54—2½—04	
	17		
Cassab.	2	54—2½—04	
Trolleyman	6	37	
Bhandaries	14	37	
Shunting Jamadars	6	40—2½—60	
Points men	11	27—1—30	
Porters	13	27—1—30	
Chowkidars	219	20—1—26	
Jamadars Coolies	1	40—2½—60	
Leading Coolies	7	30—1—35	
Coolies	34	27—1—30	
Sewing ² men	1	27—1—30	
Carpenter	1	70 p.m.	
Lampmen	2	27—1—30	
Jamadars of Sweepers	2	27—1—30	
Sweepers	44	19—½—22	

APPENDIX IV (B).

Karachi.

Fixed rates—according to abilities of skilled labour in different categories.

	Minimum.	Maximum.
Fitters	Rs. 1-4-0	Rs. 4 per day.
Carpenters	1-4-0	3 per day.
Boiler Makers and Rivetters	1-4-0	3 per day.
Turners	1-4-0	3-4-0 per day.
Moulders	1-4-0	3 per day.
Blacksmiths	1-4-0	3 per day.

APPENDIX V.

Statement showing the scales of basic wages of various categories of artisans or skilled labourers in the Engineering and Traffic Departments in the Port Trust, Madras.

				Rs. A. P.	Rs. A. P.	
1. Patternmakers	..	..	Grade III	1 12 0	to 2 0 0	per day.
			Grade IV	1 6 0	to 1 10 0	"
2. Carpenters	..	..	Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
			Grade VI	0 11 0	to 0 15 0	"
3. Fitters	..	..	Grade I	2 10 0	to 3 0 0	"
			Grade II	2 2 0	to 2 8 0	"
			Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
			Grade VI	0 11 0	to 0 15 0	"
4. Turners	..	..	Grade II	2 2 0	to 2 3 0	"
			Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
5. Machinemen	..	..	Grade V	1 0 0	to 1 4 0	"
			Grade VI	0 11 0	to 0 15 0	"
6. Boilersmiths	..	..	Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
7. Blacksmiths	..	..	Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
8. Hammermen	..	..	..	0 11 0	to 0 15 0	"
9. Rivetters	..	..	Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
			Grade VI	0 11 0	to 0 15 0	"
10. Painters	..	..	Grade V	1 0 0	to 1 4 0	"
			Grade VI	0 11 0	to 0 15 0	"
11. Moulders	..	..	Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
12. Welders	..	..	Grade I	2 10 0	to 3 0 0	"
			Grade II	2 2 0	to 2 8 0	"
			Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
13. Coppersmiths & Tinkers	..	..	Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
			Grade VI	0 11 0	to 0 15 0	"
14. Electric Fitters	..	..	Grade I	2 10 0	to 3 0 0	"
			Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
15. Electricians	..	..	Grade I	2 10 0	to 3 0 0	"
			Grade II	2 2 0	to 2 6 0	"
			Grade III	1 12 0	to 2 0 0	"
			Grade IV	1 6 0	to 1 10 0	"
			Grade V	1 0 0	to 1 4 0	"
16. Bricklayers (Masons)	..	..	Grade V	1 0 0	to 1 4 0	"
17. Chucklers	..	..	..	0 11 0	to 0 15 0	"

APPENDIX V—contd.

		Rs. A. P.	Rs. A. P.
18. Maistries ..	Grade IV ..	1 8 0 to 1 10 0	Per day
	Grade V ..	1 0 0 to 1 4 0	"
	Grade VI ..	0 11 0 to 0 15 0	"
19. Furnacemen ..		0 11 0 to 0 15 0	"
20. Clerks & Timekeeping Staff ..	Grade III ..	1 12 0 to 2 0 0	"
	Grade IV ..	1 6 0 to 1 10 0	"
	Grade V ..	1 0 0 to 1 4 0	"
21. Syrangs ..		1 12 0 to 2 0 0	"
22. Khalasias ..	Grade IV ..	1 6 0 to 1 10 0	"
	Grade V ..	1 0 0 to 1 4 0	"
	Grade VI ..	0 11 0 to 0 15 0	"
23. Skin Divers ..		1 0 0 to 1 4 0	"
24. Sawyers ..		1 0 0 to 1 4 0	"
25. Stonecutters ..		1 0 0 to 1 4 0	"
26. Lascars ..		0 11 0 to 0 15 0	"
27. Head watchman ..		0 11 0 to 0 15 0	"
28. Tindal waterboat ..		1 0 0 to 1 4 0	"
29. Drillers ..		1 0 0 to 1 4 0	"
30. Diesel Road Roller Driver ..		1 0 0 to 1 4 0	"

Rates of basic wages of unskilled labourers in the Engineering Department.

1. Oilers and Cleaners ..	As. 14 per day
2. Bellow Boys ..	As. 8
3. Men Coolies (Ordinary) ..	As. 8
4. Women Coolies ..	As. 6
5. Boys ..	As. 6
6. Watchmen ..	As. 9
7. Coolies (Stores) ..	As. 11 & 13 per day

TRAFFIC DEPARTMENT.

Category.	Time work Monthly paid.	Time work daily paid
Maistries ..	Rs. 26—2/2—34	Rs. 1 0 6 per day.
Coupling porters ..	" 21—2/2—25	" 0 14 3 "
Maistries ..	"	" 1 0 6 "
Expert coolies ..	"	" 0 14 3 "
Shed and wharf coolies sealers ..	"	" 0 13 0 "
Do. ..	"	" 0 11 0 "
Other daily labourers ..	"	" 0 12 0 "
Do. ..	"	" 0 11 0 "
Stitchers ..	"	" 0 9 0 "
Do. ..	"	" 0 7 6 "
Messengers ..	"	" 0 7 6 "
Sweepers ..	"	" 0 5 0 "
Extra Lighterage Tindals— (Men-militarised) ..	"	" 1 0 0 "
(Militarised) ..	"	" 0 12 0 "

TRAFFIC SHORE LABOUR.

Stacking coolies	..	..	..	..	..	..	Re.	0	12	0	per day.

PIECE WORK RATES.

Handling of Import and Export cargo ..	Rs. 0 5 0 per ton.
Loading and off loading wagons ..	" 0 2 0 "
Remuneration and assorting ..	" 0 3 0 "

APPENDIX VI.

Statement showing the rates of wages of skilled, semi-skilled and unskilled workers in the Cochin Port.

1. *Skilled labourers.—Fitters, boiler makers, rivetters, sawyers, caulkers, tin-smiths, coppersmiths, blacksmiths, carpenters, joiners, pattern-makers, shipwrights, moulders, machine-men, turners, electricians, wiremen, masons, brick-layers, stone-cutters, painters, soil makers, plumbers, welders, etc.*

							Rs. A. P.		Rs. A. P.
1. (a) First class	..	..	..	..	..	..	1 6 0	to	2 0 0
(b) Second class	..	..	..	..	..	..	0 14 0	to	1 4 0
2. (a) Semi-skilled labourers or skilled labourers' assistants, first class and dollymen and hammermen..	..	..	..	..	..	..	0 10 0	to	0 14 0
(b) Skin divers	..	..	..	..	..	..	0 12 0	to	0 14 0
3. Semi-skilled labourers, second class or skilled labourers' assistants, second class	..	..	..	..	..	..	0 5 0	to	0 9 0
4. Rivet boys and bellow boys	..	..	..	..	..	..	0 5 0	to	0 7 0
5. Boiler boys	..	..	..	..	..	..	0 7 0	to	0 8 0
6. Sawyers per set	..	..	..	..	..	..	1 9 0	to	1 13 0

Unskilled labour.

7. (a) coolie maistry	..	..	..	..	..	..	1 0 0	to	1 6 0
(b) Head coolie	..	..	..	..	..	..	0 11 0	to	0 15 0
8. (a) coolies, first class	..	..	..	..	..	..	0 10 0		..
(b) coolies, second class	..	..	..	..	..	..	0 9 0		..
(c) coolies, third class	..	..	..	..	..	..	0 6 0	to	0 8 0
9. Head woman coolie	..	..	..	..	..	..	0 5 6		..
10. Women coolie	..	..	..	..	..	..	0 5 0		..
11. Boy coolies	..	..	..	..	..	..	0 5 0		..





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Digitized with financial assistance from

Government of Maharashtra

on 01 February, 2020

